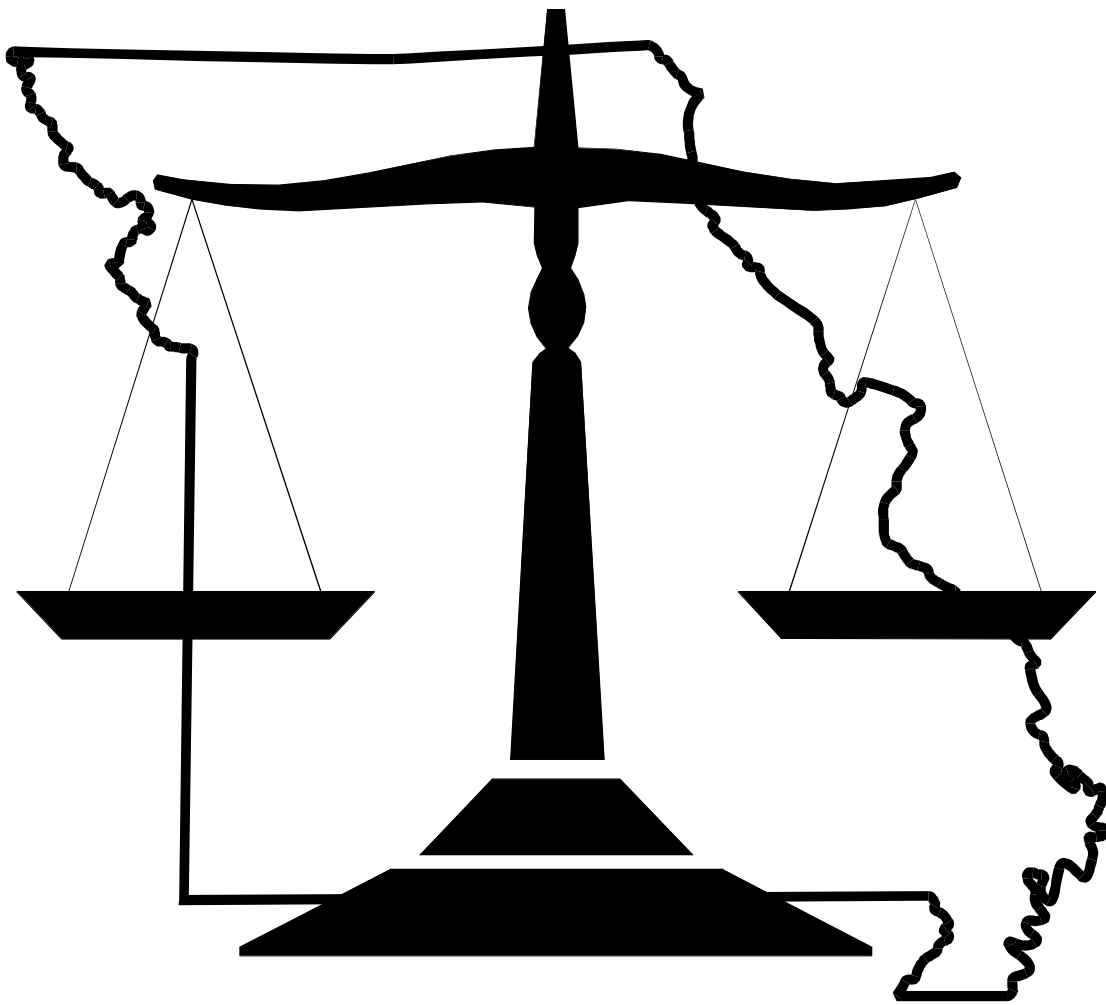


# THE STATE OF JUVENILE JUSTICE

Issues and Priorities for  
Missouri's Juvenile Justice System  
2000 - 2003



Missouri Department of Public Safety  
&  
the State Juvenile Justice Advisory Group

# **THE STATE OF JUVENILE JUSTICE**

**Issues & Priorities for  
Missouri's Juvenile Justice System**

**2000-2003**

**Governor Mel Carnahan**

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Dear Colleagues:

We are pleased to present to you this copy of *The State of Juvenile Justice, Issues and Priorities for Missouri's Juvenile Justice System, 2000-2003*.

Every three years the United States Department of Justice, Office of Juvenile Justice and Delinquency Prevention, asks all states and territories participating in the Juvenile Justice and Delinquency Prevention Act to submit a comprehensive plan regarding juvenile justice. We provide information on our state's juvenile justice structure and the agencies and departments providing services to Missouri's youth and families. Also included are an analysis of juvenile referral and disposition statistics, special issues, and public comment. This information is utilized by members of the Missouri Juvenile Justice Advisory Group (who are appointed by the governor) so they can decide what issues to fund with our Formula monies. To make this a more comprehensive report for the interested people in our state, we have included information about our three other grant funding streams in the appendix.

I would like to thank everyone who provided material and comments for this report. It is our hope that the information in this report will be useful to you in your planning and efforts with Missouri's children, youth and their families.

Sincerely,

A handwritten signature in cursive script, reading "Sandra J. Rempe".

Sandra J. Rempe  
Juvenile Justice Specialist

SRJ:cb

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## **A SUMMARY OF FINDINGS PRESENTED IN THE 3-YEAR PLAN**

- Missouri's juvenile age population in 1998 was recorded at 1,406,400, which represents over 25% of Missouri's total population. Of all juveniles, one-sixth of the state's children are African American, Hispanic, Asian or Native American. Missouri's juvenile age population in 1998 was recorded at 1,406,400, this figure represents a 1% increase since 1996, and in that time referrals increased....
- Teen birth rate for minority girls has decreased by 20% between 1994 and 1998.
- Almost one in five, or 14,588 births in Missouri were to undereducated mothers in 1998.
- In 1998, 290 children died in Missouri. Many (44%) of these deaths were attributable to illness and approximately an additional 43% were unintentional.
- In 1998, there were more than 48,119 reports of child abuse and neglect to the Division of Family Services Hotline, involving more than 75,000 children. From these reports, 12,556 children were confirmed as abused or neglected.
- In 1998, 6,748 children entered into out-of-home placement.
- In 1998, 284 teens died violently. Of these, 53% were motor vehicle crash victims, 19% were homicide victims and 16% were suicides.
- Females account for 25% of all referrals to the juvenile court, 26% of referrals for violent offenses and 24% of non-violent offenses.
- Since 1996, there has been an average of 35 referrals per year for homicides involving juveniles. This is considerably less than the average of 80 homicides per year experienced from 1993 to 1995.
- In 1998, the number of juveniles waived for adult prosecution was 225. This number has decreased from 391 in 1996.
- Homicide represents only a small proportion (.25%) of all violent referrals, and the number of juvenile referrals for homicides have continued to decrease since 1996.
- Since 1996, the total number of violent law violation referrals has increased 16% for white males and has decreased 16% for black, male youth.
- Missouri is currently in compliance with the core requirements as set forth in the Federal Juvenile Justice and Delinquency Prevention Act, concerning: Deinstitutionalization of Status/Non-Offenders, Sight and Sound Separation of Juvenile and Adult Detainees, Removal of Juveniles from Adult Jails and Lockups and Disproportionate Minority Confinement.
- In calendar year 1998, the 45 juvenile court circuits in Missouri received 86,447 referrals.
- Drug and alcohol referrals account for 4% of all juvenile court referrals.



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The Missouri Department of Public Safety and the Missouri Juvenile Justice Advisory Group wish to recognize and thank the following individuals for their special assistance in the development of this document:

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## Section 1

# OVERVIEW OF MISSOURI'S JUVENILE JUSTICE SYSTEM

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The juvenile justice system is a network of many organizations bound by their delivery of services to the youth of our communities. This section presents an overview of the various components of Missouri's system including their structure, mission, and relationship to one another. Missouri's system incorporates state and local, public and private, as well as direct and indirect service providers.

## JUVENILE COURT

### STRUCTURE

Missouri is characterized by forty five Judicial Circuit Juvenile Divisions encompassing one hundred fifteen counties (including the City of St. Louis). (See Figure 1) Circuit sizes range from one to five counties. At a minimum, each judicial circuit has a juvenile court judge and a juvenile officer. Additional personnel are appointed by the court.

In 1993 the Missouri legislature passed provisions for the creation of a Family Court system in Missouri's first class counties. Hereafter, when the term juvenile court is used it shall include family court.

**Figure 1**  
**MISSOURI'S 45 JUDICIAL CIRCUITS**



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## AUTHORITY

The authority of the juvenile court is established by state statute and found within Chapter 211 of the Missouri Revised Statutes (RSMo.). Additional authority and guidance is provided by the Supreme Court of Missouri in its Rules of Practice and Procedure as outlined in Rules 110 through 128. It should be noted that the modern juvenile court is relatively young. Although it has its origins in the early 1900's, the juvenile court as we know it today with its own separate authority procedures, did not emerge until the enactment of the 1957 Juvenile Code. In 1995 and 1998, the legislature passed sweeping changes to the Juvenile Code. These changes affected waiver, confidentiality, determinate and dual sentencing, juvenile and family court funding, structure, personnel and programs. The responsibilities of the Office of State Courts Administrator were greatly expanded. Please see page 20, entitled Office of State Courts Administrator in this report.

## MISSION

The mission of the juvenile court is clearly established in the opening statement of Chapter 211 of the Missouri Revised Statutes:

*The purpose of this chapter is to facilitate the care, protection and discipline of children who come within the jurisdiction of the juvenile court. This chapter shall be liberally construed, therefore, to the end that each child coming within the jurisdiction of the juvenile court shall receive such care, guidance and control as will conduce to the child's welfare and the best interests of the state, and that when such child is removed from the control of his parents the court shall secure for him care as nearly as possible equivalent to that which should have been given him by them. The child welfare policy of this state is what is in the best interests of the child.*

## COORDINATION

In the State of Missouri, a child is defined in one of two ways. First, for the purpose of establishing jurisdiction over youth committing law violations, or for purposes of alleging status offense violations, a child is defined as a person under seventeen years of age. For purposes of child abuse and neglect proceedings, a child is anyone under the age of eighteen years. The court exercises exclusive original jurisdiction over any child with the exception of certain traffic offenders. According to Chapter 211.031 in the Missouri Revised Statute, "*Involving any child who is alleged to have violated a state law or municipal ordinance, or any person who is alleged to have violated a state law or municipal ordinance prior to attaining the age of seventeen years, in which cases' jurisdiction may be taken by the court of the circuit in which the child or person resides or may be found or in which the violation is alleged to have occurred; except that, the juvenile court shall not have jurisdiction over any child fifteen and one-half years of age who is alleged to have violated a state or municipal traffic ordinance or regulation, the violation of which does not constitute a felony*".

As cited previously, the juvenile court has the responsibility to facilitate the care, protection and discipline of children. Primarily, children are referred to the juvenile court for one of the following reasons: child abuse and/or neglect (victim), status offender (incorrigible, injurious behavior, truant, runaway) or delinquency (criminal law violation).

---

One of the functions of the juvenile court is to provide for the discipline of children who come within its jurisdiction. Status offenders and law violators fall into this category. However, this is not to imply that discipline is the only obligation that the courts have to these individuals. Care and protection must also be an element. These children are referred to the court through a variety of sources including law enforcement, family members, schools, etc.

The court must first determine the appropriateness of the referral. If the court determines that it has jurisdiction it must then assess the needs of the child and determine whether the child poses a risk to the community or him/herself. If the juvenile must be removed from his/her home, the juvenile court may direct the youth to be detained at a place designated for detention by the juvenile court. Missouri law and Supreme Court Rules govern the use of detention. Detention facilities may be operated by the court or an outside agency or association, but in no instance may the court authorize detention at a jail or other adult lockup. Juvenile offenders must also be separated from adults at any point of custody by the police or juvenile officer. As of January 1, 1999, there were twenty-four (24) court maintained juvenile detention facilities in operation (see map page 140). Several courts also maintain shelter programs or attendant care services for status offenders or children referred for being abused or neglected and residential treatment facilities for law violators.

The operation of juvenile detention facilities is guided by standards outlined in Supreme Court Rule 111.03d and Chapter 211 RSMo. Chapter 211.011 states: ...when such child is removed from the control of his parents the court shall secure for him care as nearly as possible equivalent to that which should have been given him by them. If possible, juveniles should be released to their parents or guardian. Some courts do operate conditional release programs such as in-home detention as an alternative to out-of-home confinement.

The next step in the process is to determine what court action will be taken. The juvenile officer has the option to file a petition with the juvenile court and have the case processed by the judge, or dispose of the case informally by the agreement of all parties. If the juvenile officer chooses to handle a case informally, the juvenile will likely receive a warning and dismissal, or informal supervision. Informal supervision may include limited probation services, restitution, community service or referral to another agency. Should the juvenile officer choose to file a petition, the court, at the adjudicatory hearing, may order a variety of dispositions. The juvenile may receive services in-home such as formal supervision (probation), restitution, community service, individual or family counseling, etc. The court may also order out-of-home services by transferring custody of the child to the Missouri Division of Youth Services, the Missouri Division of Family Services, the Missouri Department of Mental Health, the juvenile officer, private licensed child care agencies, individuals, or a member of the child's family.

Juvenile Courts have a need and a responsibility to develop relationships with every one of the components of the juvenile justice system. How courts maintain those relationships are most affected by the customs of the local jurisdiction, personal attitudes, beliefs and economic factors. Some courts have a multitude of staff and services while others are quite limited.

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# LAW ENFORCEMENT

## STRUCTURE

There are over eight hundred and eighty law enforcement agencies in Missouri which employ peace officers commissioned to have powers of arrest under the general criminal laws of the State. These agencies include the following:

- City and Municipal Police Departments
- County Sheriff's Departments
- Missouri State Highway Patrol
- Missouri Department of Conservation
- Missouri State Fire Marshal
- Missouri Division of Liquor Control
- Missouri State Water Patrol
- Department of Natural Resources
- Railroad Police

## TRAINING AND INSTRUCTION

All peace officers are required by Chapter 590 of the Missouri Revised Statutes to complete a basic training course within one year of their employment as a peace officer. Effective August 28, 1996, the basic training certification was mandated to be completed prior to employment with a police agency. The Missouri Department of Public Safety has responsibility for setting training standards and certifying the appointment and training of all peace officers. The only exclusions to this requirement are for county sheriffs and political subdivisions and municipalities (other than first class chartered counties or municipalities therein) with populations less than two thousand or who employ less than five full-time nonelected paid peace officers.

The minimum hours of basic training varies by organizational structure, with many jurisdictions requiring more than the minimum number of hours mandated by statute. With legislation passed in 1993, the minimum number of training hours for certification as an officer were increased. Effective August 28, 1994 all peace officers employed in the state of Missouri were mandated to complete 300 hours of basic training. In 1996, the minimum hours of basic training required for new officers increased to 470 hours. Peace officers in the City of St. Louis and counties of the first class having a charter form of government are required to have a minimum of 600 hours of certified instruction. Municipalities in counties of the third class and third class counties, can, by ordinance, decide to require a lesser number of training hours not to go below 120 hours.

## AUTHORITY

The authority of law enforcement is provided by Missouri Revised Statutes. Counties are required by Chapter 57 in the Missouri Revised Statutes to elect a sheriff every four years. According to the classification of the county, deputy sheriffs are either appointed by the sheriff or the circuit court judges. Personnel expenses are paid out of county funds. Police departments are established according

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to city ordinance upon the approval of the voters. Personnel expenses are paid out of city funds. State law enforcement agencies are created by state statute and personnel are approved and funded by the state legislature.

## **MISSION**

The law enforcement code of ethics reads, *“As a law enforcement officer, my fundamental duty is to serve mankind; to safeguard lives and property, to protect the innocent against deception, the weak against oppression or intimidation, and the peaceful against violence or disorder; and to respect the Constitutional rights of all men to liberty, equality and justice.”*

## **COORDINATION**

Coordination between the various state, county, and municipal law enforcement agencies is not only essential, but guided by state statutes. For example, sheriffs have full power to enforce state laws within any city, town, or village in the county. Sheriffs may have the authority to enforce municipal ordinances only after entering into a written agreement with the city, town, or village. State law enforcement agencies have limited jurisdiction within the counties, but may be called upon to assist the sheriff or municipal police department.

Chapter 211 in the Missouri Revised Statutes requires law enforcement officials to assist and cooperate with juvenile officers. Larger law enforcement departments often have special juvenile divisions with one officer to several dozen officers assigned exclusively to this unit. Smaller departments typically are unable to provide for separate juvenile units. Law enforcement officers may take a juvenile into custody but must release the child to his/her parent or guardian, or take the child immediately before the juvenile officer or the person acting on his/her behalf. A juvenile officer or designee must Mirandize the juvenile and may also be present during questioning of a child under criminal investigation. Juvenile officers are vested with all the power and authority of sheriffs to make arrests and perform other duties incident to his/her office. Coordination of responsibilities is left to each local jurisdiction. Generally, these responsibilities are accomplished through informal agreements and understandings. Some agencies have, however, established written policies and procedures.

Law enforcement also cooperates with other juvenile justice agencies in the performance of their duties. Because of their responsibility for criminal investigations, law enforcement agencies often work cooperatively with the Missouri Division of Family Services to investigate reports of child abuse/neglect. Law enforcement officials are mandated to report any suspicion of child abuse/neglect to the Division of Family Services. Law enforcement officers may take a child into temporary protective custody when they believe the child to be in imminent danger of suffering serious physical harm or a threat to life. Should a child be taken into temporary protective custody by a person other than a juvenile officer, that person must notify the juvenile officer of the court of the county in which the child is located. Such person shall file, as soon as practicable, but no later than twelve hours, a written statement with the juvenile officer which sets forth the identity of the child and the facts and circumstances under which the child was taken into temporary protective custody (Section 210.125 Missouri Revised Statutes).

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The degree of coordination depends on the communication between law enforcement and the several juvenile justice agencies. Individual attitudes, expertise of personnel, and fiscal restraints also help to mold relationships.

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# MISSOURI DIVISION OF FAMILY SERVICES

## STRUCTURE

The Missouri Division of Family Services (DFS) is a division within the Missouri Department of Social Services. A director, who is appointed by the Department Director, administers the Division. Administratively the Division is organized into three service delivery areas of responsibility: Income Maintenance, Children's Services, and Rehabilitation Services for the Blind. Division staff at the central office carry out administrative services for all three areas. A local office of the Division is maintained in each county to work directly with the children and families of that county.

## AUTHORITY

In 1974, the Missouri Omnibus Reorganization Act established the Division of Family Services with responsibilities for income maintenance/medical care and Children's Social Services. Chapter 207 in the Missouri Revised Statutes sets out the general responsibilities of the Division including appointment of the Director, and the establishment of county welfare commissions. Chapters 208, 209, and 210 in the Missouri Revised Statutes set out provisions for Temporary Assistance, Aid to the Blind, and Child Protection and Reformation. Additional provisions are set out in Chapter 453 in the Missouri Revised Statutes relating to adoption, foster care, and enforcement of support.

## VISION

It is the vision of DFS that each Missouri child have the right to enduring adult relationships which promote his/her safety, security and sense of identity and preferably within his/her own family. DFS will provide services to children and their families that will strengthen, preserve and improve the lives of Missouri's children and their families. Missouri will continue to serve as a nationwide model for child welfare practice. Missouri has completed application for accreditation to the Council on Accreditation of Service for Families and Children, Inc. (COA), and is in the initial phase of the accreditation process. Building on its past success and experience, Missouri will continue to pursue innovative and effective programs.

## MISSION

The overall mission of the Division of Family Services is to maintain or improve the quality of life for all people in the state of Missouri by providing the best possible services to the public, with respect, responsiveness and accountability, which will enable individuals and families to better fulfill their potential. As noted above, the Division is organized into the following three service delivery areas:

**Income Maintenance** provides cash assistance to low-income families to help provide a basic standard of living while services are offered to help the family achieve self-sufficiency. Temporary Assistance is the primary source of financial support effecting children. Income Maintenance also provides job training through case management. The purpose of the program is to provide parents with job preparation, work and support services so that children can be cared for in their own homes.



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**Children's Services** is composed of several types of services including: protective services, alternative care, adoption, day care and residential treatment services. Children's services programming is designed to address the needs of abused, neglected or exploited children and to seek permanency for children that the juvenile court has determined to be in need of an out-of-home placement. The Division licenses three types of alternative care settings: foster family homes, foster family group homes and residential care facilities.

Protective services are specialized child welfare services offered by DFS workers to provide help and treatment for children found to be neglected, abused or exploited. The Division maintains a twenty-four hour Child Abuse Hot Line (1-800-392-3738) that receives reports of suspected or confirmed child abuse. DFS workers respond to all hot line reports, offer services to families when necessary and refer the matter to the juvenile court or law enforcement officials for protective custody or prosecution.

Adoption subsidy and Subsidized Guardianship funds are available through the Division for families adopting or obtaining legal guardianship for certain children who cannot be reunited with their families.

**Rehabilitation Services for the Blind** provides assistance and services to individuals who are visually impaired. These services to the blind include counseling, education, job training and developmental therapy.

## **COORDINATION**

DFS is working both on the state and local level to coordinate services through the Division. As of July 1, 1999, Missouri's Child Welfare Practice (CWP) was operational statewide. CWP is a new way of response to reports of child abuse and neglect. This approach involves the local community and takes into account the unique needs of families. This response calls for coordination between DFS and community resources, and provides an opportunity for communities to become involved in protecting children and supporting families by developing more resources and supports to families.

On a local level, the Division has worked to improve community linkages with a range of activities including the use of local advisory committees; training programs on abuse and neglect prevention; and foster care recruitment campaigns.

The State of Missouri desires to improve care for children with severe behavioral health needs and their families. The Interdepartmental Initiative for Children with Severe Behavioral Health Needs and their Families is a consortium of State of Missouri child-serving divisions from the Departments of Social Services, Mental Health, Health, and Elementary and Secondary Education. The Initiative represents the shared interest and objectives of these participating Departments for children with severe behavioral health needs and their families across traditional interdepartmental boundaries. DFS has been actively involved in the Initiative's planning process and implementation.

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The Division has worked with the Department of Public Safety and the Missouri Juvenile Justice Association to develop and deliver specialized training for Missouri's law enforcement agencies, relating to uniform practices in investigating child abuse and neglect cases.

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# MISSOURI DIVISION OF YOUTH SERVICES

## STRUCTURE

The Division of Youth Services (DYS) is one of nine divisions within the Missouri Department of Social Services. The division is administered by a director, who is appointed by the department director, and is assisted by an advisory board of fifteen members also appointed by the director of the department. Advisory board membership is comprised of public officials, professionals, and other representatives of the public. The advisory board meets with the division director a minimum of four times each year to review the activities of the division. The division's administration is carried out through a central office and five regional offices.

## AUTHORITY

The Division of Youth Services was created in 1974 by 219.011 in the Missouri Revised Statutes and within the administration of the Department of Social Services.

## MISSION

DYS is responsible for the development and administration of statewide programs designed for the care and rehabilitation of youth. Adjudicated youth, up to the age of 18 years can be committed to the custody of the division by the juvenile courts. DYS then has the responsibility for providing the appropriate treatment for youth. DYS fundamentally provides for:

- the reception, classification, care and rehabilitation of committed youth;
- the administration of interstate compact on juveniles;
- the collection of statistics concerning juveniles referred to the juvenile court;
- the development and evaluation of delinquency prevention and rehabilitation programs;
- the administration of a Juvenile Court Diversion program for local courts in the development of community based treatment programs;
- the development of state and local standards for the operation of programs;
- the development of community based treatment services, technical assistance, training, and consultation to local jurisdictions.

The 1995 "Juvenile Crime Bill" expanded the age of youth committed to the Division of Youth Service's care and how those youth are served. Major provisions of the crime bill that impact DYS include:

- Removal of the minimum age of 12 years for a youth to be eligible to be committed to DYS.
- Permits DYS to request extended jurisdiction up to the age of 21.
- Permits judges to commit youth to DYS custody for a determinate length of time.
- Permits youths certified to stand trial as adults to be committed to the Department of Corrections and DYS under a dual jurisdiction provision.

Division programs and services are designed to address public safety issues as well as the treatment needs of each individual youth. Youth who are placed in residential programs are placed as close to

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their home community as possible thereby allowing families to actively participate in the rehabilitation process.

Programs operated by the division range from secure-care residential facilities to community-based services.

DYS operates over 500 residential beds. With passage of a statewide bond issue and a “Juvenile Crime Bill”, additional beds have been added over the past few years. The additional beds will provide the needed space for increased commitments and allow for both increased capacity and extended length of stays for serious offenders.

## **COORDINATION**

DYS has a natural relationship with the juvenile courts in Missouri and operates under the philosophy that resources can and should be shared with other youth services agencies in an effort to provide services to the youth of Missouri. To this end, DYS provides services to other agencies, including delinquency prevention; diversion funds; training resources; a state wide data information system; and technical assistance.

DYS has statutory responsibility for maintaining the Statewide Juvenile Information System. This system consists of referral and disposition information reported by each of Missouri’s 45 juvenile courts. This information is compiled and presented in an annual report which is distributed to the courts and interested agencies. DYS is also available to provide consultation and technical assistance to courts and other agencies on areas of interest and concern in the juvenile justice field.

### **Juvenile Court Diversion**

This program is designed to encourage development of services for youth at the local level while diverting youth from commitment to DYS. Juvenile Court Diversion is a grant-in-aid program with an annual announcement sent to juvenile courts encouraging them to submit a project proposal. Project requests are ranked by DYS administrative staff based on guideline compliance, need feasibility, previous experience of the project, and other factors known to DYS. Examples of projects include: intensive probation; community group counseling; individual and family counseling; purchase of group and foster care and alternative educational services; and family preservation services. These programs are intended to divert less serious offenders from DYS and allow the courts to work with youth and families at a lesser cost to the taxpayer. Many more youth and families are served by these resources than those counted as diversions from DYS because of the preventive nature of the program.

### **Service Delivery System**

## **CASE MANAGEMENT**

The division’s case management system provides for the assessment, treatment planning, coordination, monitoring and evaluation of all services. A needs and risk assessment assists the case manager in determining the most appropriate services for the youth. The assessment takes into account all pertinent factors involving the youth while identifying general treatment needs and level of care. The case manager serves as the primary advocate for youth and their families.

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## **Community Based Services**

DYS maintains an array of community based services which include both non-residential and group home residential facilities. A brief description of each follows:

### **INTENSIVE CASE MONITORING (ICM)**

Services are provided by a tracker and contact (via personal visits or collateral contacts) is made throughout the day and evenings to monitor the youth's behavior and activities and to provide support and educational assistance if needed. The personalities and interests of the youth are matched with that of the trackers.

### **DAY TREATMENT**

Provides a structured alternative educational program that provides traditional academic courses, GED classes, career planning, job placement, and community service as well as individual, group, and family therapy services.

### **FAMILY THERAPY**

DYS Family Specialists focus on providing strategic, short-term, systems focused family therapy. In addition to working with DYS youth and their families, the family therapy unit accepts referrals from juvenile courts, child welfare agencies, mental health agencies, schools, as well as other sources. DYS staff also provide family therapy training to other agency staff and court personnel.

### **JUNIOR STAFF/WORK EXPERIENCE PROGRAM**

Through cooperative agreements with Job Development and Training (JDT) and the Private Industry Councils (PIC), DYS youth are placed in paid work slots. DYS staff are responsible for selecting youth to participate in this program and also determine if the youth will work in a DYS facility as a junior staff or in a community not-for-profit organization. Such organizations have included senior citizen centers, museums, libraries, parks, schools, sewer departments, The Humane Society, Salvation Army thrift stores, Head Start and police departments. PIC staff assist DYS in placing youth and perform all payroll functions for youth in the program.

### **ALTERNATIVE LIVING**

**Foster care** - for youth who cannot return to their homes, and/or youth who need a family living experience.

**Independent Living** - alternative living arrangement for older youth who do not have a family to live with, and for whom independent living is timely. DYS provides a short term subsidy to youth who are living on their own to get them started in an independent living situation. This allows the youth to get established in their jobs before they are on their own.

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## **Residential Care**

Residential care is provided for youth who, by past behavior or offense, have demonstrated an inability to function satisfactorily in a community setting. Regional residential centers serve youth and their families as close to their home communities as possible, and enhance the division's ability to encourage parental participation in the treatment process. The division is able to provide support and guidance to the youth's family to improve the relationship between the parents and youth. Residential centers are staffed to provide 24-hour security, treatment and care to youth 365 days per year.

Each residential program includes extensive counseling, life-skills training, and each operates an in-house education program approved and accredited by the Missouri Department of Elementary and Secondary Education.

The division assures that the special education needs of disabled youth are met through the provisions of the division's Compliance Plan for Special Education as required by PL 94-142. An Individual Education Plan including both youth goals and staff strategies is developed for each special need youth. Individual Education Plans are permitted for all other youth. Parents are encouraged to participate in the development of these plans. During FY 99, over 200 DYS youth successfully passed their General Education Degree (GED). Graduation ceremonies for those youth and their families are held annually in each region.

### **RECEPTION AND DIAGNOSTICS**

Reception and diagnostic services are procured by DYS through the authority provided in Section 219.036 in the Missouri Revised Statutes. Contractual agreements between DYS and juvenile courts that operate county government funded secure detention centers allow the courts to provide reception and diagnostic services to DYS. These services are necessary to obtain diagnostic information for youth considered to be high risk to the community or to themselves. Through this service, youth remain in secure detention until placement occurs in a DYS bed.

### **COMMUNITY BASED RESIDENTIAL PROGRAMS (GROUP HOMES)**

Group homes are the least restrictive of the residential programs operated by the division. Group homes typically have a capacity of 10-12 youth. Youth are on a daily schedule with time allowed for interaction in the community (via jobs and community projects) and treatment services within the facility consisting of group, individual, and family counseling. The youth in these programs participate in on-site educational programs or contractual education services where available.

The target group for these group home placements are youth who are able to function in a community setting but may require a more structured environment. Typically, the youth are status offenders or have committed less serious offenses. These youth are not considered serious offenders, and are in need of continuous structure and supervision that can be provided in a group home setting.

### **MODERATE SECURE RESIDENTIAL FACILITIES**

The division operates eleven programs statewide that provide a moderate secure environment. Three of these programs are located within state parks and are operated in conjunction with the

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Department of Natural Resources. Youth in moderate programs typically have committed property offenses and historically require a more structured setting. In some cases, these are youth who have not succeeded in community based programs.

These programs use the same treatment approach as community based programs, but are designed for youths who need more structure and supervision. The youth are divided into treatment groups of ten or twelve, and are provided 24-hour eyes-on supervision. An accredited on-site school program is provided by full-time division teachers providing basic education, GED programming, and various remedial/special education activities.

Scheduled outings may occur with the purpose of involving the youth in community projects.

### **SECURE CARE**

The division operates seven highly structured secure care programs throughout the state. All the programs provide an accredited educational program on site. Education programs are customized for each resident with basic, remedial, GED, special and career education available. Recreational facilities are also provided on campus. Scheduled outings into the community may occur with the purpose of involving the youth in community projects. Secure care residents tend to be more serious and sophisticated offenders with longer offense histories, which include crimes against people. As a group, these offenders tend to be chronologically older and also include those who have been unsuccessful in community-based programs. These youth require a higher degree of structure and 24 hour eyes-on supervision.

All secure care programs use a group treatment modality with individual and family work also provided. Each resident works within an Individual Treatment Plan to gain basic, practical knowledge and skills to succeed in the community after release from the program. The content of the educational program is broadly classified as remedial, special and career education. Emphasis is placed on the acquisition of information (knowledge) and skills which meet basic and practical needs of the student. As with all residential programs, the secure care programs are included in the division's Special Education Compliance Plan.

### **CONTRACTUAL RESIDENTIAL SERVICES**

Currently, there are more youth being committed to the care of the division for residential services than it currently has the physical capacity to serve. The division is utilizing contracts with private residential care providers within the state to provide residential care to DYS youth.

### **SPECIAL NEEDS**

The division also operates special needs facilities, including the Community Learning Center (CLC) and the Green Gables short-term program. The CLC facility provides services to youth who have been identified as needing special programming due to severe learning, behavioral, or cognitive disabilities. The treatment program at CLC is geared toward providing individual counseling and tutoring along with teaching basic living skills. Psychological and psychiatric services are available to all DYS youth through a contractual arrangement.

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## **CURRICULUM BASED PROGRAM**

Several curriculum based residential programs have been implemented. These programs bridge traditional residential services with community reentry. Intensive family involvement is required and youth are expected to accomplish specific community goals prior to release. These programs are both open and closed ended and residentially require an average length of stay of 90 days, followed by intensive community involvement.

## **DUAL JURISDICTION**

In 1998, the Division opened a 40 bed dual jurisdiction facility for youth who have been certified to the adult court. In instances when the adult court determines that the execution of the adult sentences should be suspended, the court can then impose a juvenile sentence which may include placement in this DYS facility. This process is generally known as a last-chance program and youth are initially screened by DYS prior to acceptance of the youth into the program.

## **AFTERCARE**

Virtually all youth committed to DYS are placed on aftercare status when they return home. Service coordinators provide the services necessary for the youth to function in the community.

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# Department of Elementary and Secondary Education

## STRUCTURE

The Department of Elementary and Secondary Education is primarily a service agency that carries out policies of the State Board of Education and provides leadership for the improvement of public schools. The agency assists local school districts in carrying out state and federal laws and regulations. The department is organized into six divisions:

**The Division of Instruction** is responsible for a wide range of programs which assist school districts in improving educational services. These activities include curriculum development, student assessment, early childhood education and programs for gifted students. The division manages state and federal grant programs that support educational technology, services for disadvantaged children and local school-improvement initiatives.

**The Division of School Services** administers the major business functions that support local school operations, such as school finance, pupil transportation, and food services. This division distributes financial aid to school districts. It also manages the Missouri School Improvement Program (MSIP), the State Board of Education's accreditation system for local school districts.

**The Division of Special Education** assists school districts in establishing and improving services for children with disabilities. It operates the Missouri School for the Blind (St. Louis), the Missouri School for the Deaf (Fulton), and the State Schools for Severely Handicapped.

**The Division of Urban and Teacher Education** provides programs that assist urban school districts. It evaluates teacher-education programs in colleges and universities and issues certificates for all professional educators. The division also coordinates state-level professional development programs for educators as well as the interagency Caring Communities program.

**The Division of Vocational and Adult Education** is responsible for state and federal programs that support vocational-technical education for students and adults. It administers the state's "A+ Schools" program, provides customized job-training for business and industry, and manages the high school equivalency General Education Degree (GED) program.

**The Division of Vocational Rehabilitation** provides education, counseling and other specialized services to help adult citizens with disabilities prepare for employment and live as independently as possible.

## AUTHORITY

Article IX of the Missouri Constitution provides for the establishment and maintenance of free public schools and for the establishment of a State Board of Education who shall appoint a Commissioner to serve as the Chief Administrator. Statutory provisions concerning the Department of Elementary and Secondary Education are found in Chapter 161, Missouri Revised Statutes. Other statu-

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tory provisions concerning such school related items as school districts, state aid, tax levies, special services, instruction, etc., are set out in Chapters 160 through 179 of the Missouri Revised Statutes.

## MISSION

The Department of Elementary and Secondary Education works mainly to assist local school districts in meeting statutory requirements and to provide leadership in the administration and the instruction on public schools across the state. This is done through the delivery of programs and services to the educational community in Missouri. As part of its regulatory functions, the Department works to assure that educational programs are being administered effectively and efficiently across the state. The Department's service delivery system is coordinated throughout its six administrative divisions. The Department has primary responsibility for implementing the provisions of the Outstanding Schools Act (S.B. 380).

## VISION

The State Board of Education believes Missouri's public schools have made tangible and noteworthy progress during the 1990s. Local schools and communities can build on this momentum as they move into the 21st century. The State Board also believes that public schools must respond to new challenges and rising expectations in the future. Local schools must build community support for the continuing drive to institute higher academic expectations and performance standards for all children.

*Meeting the Challenge* can be found on the Department's website. The address is:  
<http://www.dese.state.mo.us/stateboard/challengecover.htm>

*Meeting the Challenge* is the formal vision statement and school-improvement plan adopted by the Missouri State Board of Education in November 1998. It includes recommendations for state and local initiatives to improve Missouri's public school system over the next decade.

The purpose of *Meeting the Challenge* is to *outline the goals and priorities which we believe should shape the education policy in Missouri during the first part of the new century. It is intended to provide a challenging but common-sense blueprint for local school officials, state policy makers, parents, students, and community leaders as well as all who work to make top-quality public education a reality for every child.*

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# Department of Mental Health

## STRUCTURE

The Department of Mental Health (DMH) is one of Missouri's fourteen independent cabinet level State departments. The Department is administered by a Director who is appointed by a seven member State Mental Health Commission, with the consent of the Senate. The Commission serves to advise the Director on all phases of the Department. The Department consists of three Divisions: The Division of Mental Retardation and Developmental Disabilities, the Division of Comprehensive Psychiatric Services, and the Division of Alcohol and Drug Abuse. Each Division serves both children and adults. A Statewide Advisory Council (SAC) of up to twenty-five members serves each of the divisions. Each Division is administered by a Division Director and is assisted by a network of regional advisory councils. The Division of Alcohol and Drug Abuse and the Division of Comprehensive Psychiatric Services each have six regional advisory councils while the Division of Mental Retardation and Developmental Disabilities has eleven regional advisory councils.

## AUTHORITY

In 1957, what was then the Division of Mental Diseases under the Department of Public Health and Welfare was directed by statute to provide children's psychiatric services. Prior to 1957, children with psychiatric problems shared wards with adult patients. In 1974, the Omnibus Reorganization Act created the Department of Mental Health and within the Department, the Division of Mental Retardation and Developmental Disabilities. Later in 1980, the Division of Comprehensive Psychiatric Services and the Division of Alcohol and Drug Abuse were formally added to the Department. Statutory provisions for the Department of Mental Health are currently found in Chapter 630 of the Revised Statutes of Missouri. The succeeding three chapters 631, 632, and 633 address the Division of Alcohol and Drug Abuse, Division of Comprehensive Psychiatric Services and the Division of Mental Retardation and Developmental Disabilities.

## MISSION

The Department of Mental Health operates under the philosophy that all children should be served as close to their own homes as possible in order to maintain the child's relationship with his/her family. Departmental policy provides that children most seriously disabled and/or dangerous to themselves or others receive priority in the receipt of services. Programs and services are established on a regional basis to meet the needs of the communities they serve. Department goals for service to both adults and children is carried out by its three divisions. These goals are:

- 1) To reduce the incidence and prevalence of mental disorders, developmental disabilities, and alcohol and drug abuse through prevention.
- 2) To maintain and enhance intellectual, interpersonal and functional skills of those affected by mental disorders, developmental disorders, or drug and alcohol abuse through modern treatment and rehabilitation programs provided in the least restrictive environment possible.
- 3) To improve public understanding of the attitudes toward mental disorders, developmental disabilities, and alcohol and drug abuse.

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## VISION

The Department's vision is: *Lives Beyond Limitations - Missourians shall be free to live their lives and pursue their dreams beyond the limitations of mental illness, developmental disabilities, and alcohol or other drug abuse.* The Department is redesigning the service delivery to more fully achieve this vision. The DMH wants a service delivery system that is accessible, accountable, driven by quality and based on promoting the philosophy and principles of recovery. DMH is moving forward in its expansion of consumer and family directed supports.

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# OFFICE OF STATE COURTS ADMINISTRATOR

Operating under the direction of the Missouri Supreme Court, the Office of State Courts Administrator (OSCA) is responsible for vigorously pursuing a judicial system for Missouri that is accessible, equitable and swift. The duties and responsibilities assigned to the state courts administrator are broad in scope and related to all levels and divisions of the state court system.

Since the appointment of the first courts administrator in 1970, the office has been assigned the responsibility to provide technical assistance, management services, education, training programs, data processing and system analysis, administrative procedure evaluation, compilation of statistics, and case processing assistance to the courts. The office also assists courts in developing and implementing court improvement projects in areas such as child support collection, child abuse and neglect, juvenile services, family preservation, criminal history reporting, crime victims' rights, mediation services, alcohol and drug abuse treatment and prevention and the implementation of time standards for case disposition. In recent years, these latter areas have assumed increasing importance as ways to deal with both the cause and effect of growing with the Missouri Court Automation Committee on a project with enormous potential for the people of Missouri. Entitled Statewide Court Automation, this ten-year project to automate all the courts in the state will provide Missouri citizens with the most timely and responsive judicial system possible. OSCA is organized into Administration, Information Technology, Court Services and Juvenile and Adult Court.

## ADMINISTRATION

Administration staff provide services essential to office management and maintain programs developed to assist the judiciary in a variety of areas. The budget section compiles and organizes documentation for the judicial branch's annual state appropriation request and for the OSCA internal budget. It prepares fiscal notes for proposed legislation that affects the judicial system, and provides support to the Supreme Court's Circuit and Appellate Court Budget committees.

The personnel section maintains the statewide Circuit Court Personnel Handbook. It has primary responsibility for recruitment and personnel management for OSCA.

The fiscal section processes and accounts for all funds appropriated to the Supreme Court for OSCA and the circuit courts. Staff process the payroll for approximately 3,145 circuit court employees and provide monthly financial status reports to local appointing authorities. Staff handles payments for travel expenses and payments for transcript preparation. The section also maintains the Payroll Handbook for the payroll designees in each county, and provides training as needed.

The Statistics Section, working with Information Technology, is responsible for compiling statistical and workload information used in office planning, analysis, and numerous reports, including the annual Missouri Judicial Report, and Case Processing Time Standards Reports.

Recently added to Administration in 1996 by the Missouri Legislature is the Fine Collection Center, a centralized bureau that accepts not guilty pleas or guilty pleas and the payments of fines for certain offenses for the associate circuit courts of counties that voluntarily join the Center's program. Eventually, watercraft and conservation violations will be included.

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A Fine Collection Center advisory committee of eight associate circuit judges has approved a uniform fine schedule containing all traffic offenses the Center is authorized to process. The fine schedule will establish fines for the same offenses regardless of where the violation occurs. Benefits of participating in the Fine Collection Center include better accountability, improved collection rates, and reduction in clerical workload associated with processing traffic tickets.

## **COURT SERVICES**

Effective local court management is the goal of the Court Services Division, which acts as a service bureau for all court personnel statewide. The division provides direct assistance to trial courts in areas such as procedures development; preparation of transcripts from sound recorded tapes; development and revision of procedural handbooks for court clerks; production of a quarterly newsletter; and coordination of nonlawyer municipal judge certification.

Staff maintain the case management software for the Statewide Court Automation project as it relates to workflow processes in Missouri's courts. They work closely with the software provider and court staff from around the state to initially customize the software and continually monitor changing practices and legal requirements so that the software is revised as necessary.

Division staff work closely with the courts, prosecuting attorneys and law enforcement agencies around the state to improve the reporting of criminal case disposition information by these offices to the Criminal Records Repository maintained by the Missouri Highway Patrol. The section conducts on-site visits; develops and conducts statewide training seminars and an updated manual for law enforcement, prosecuting attorneys, and court staff on the criminal history reporting system; and, participates on the Criminal Records Federal Grant Appropriation Committee.

Other statewide programs focus on streamlining operations of the court and court services such as managing the millions of dollars that flow through the clerk's offices in the form of child support payments, court costs, fines, restitution, and other moneys. Staff discuss with court offices the benefits of consolidating the clerical functions of the circuit, associate and probate divisions, and handle follow-up contact with the courts on consolidation progress.

Court Services is also responsible for developing and maintaining a program of education for all levels of Missouri's courts. Judicial Department Education staff are responsible for assisting the Coordinating Commission for Judicial Department Education and six Court-appointed education committees in developing and delivering a comprehensive curriculum designed to enhance the professionalism of almost 4,000 personnel within the Judiciary.

Court Services also handles issues that arise relating to child support such as working with outside agencies; responding to questions on child support policy; analyzing statutory and case law changes; developing training programs for clerks; and, working with the Missouri Automated Child Support System (MACSS) project.

A new Court Services program is the newly created Access to Courts specialty program that will focus on access for pro se litigants, for individuals covered under the Americans with Disabilities Act, and those needing foreign language interpretation.

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## INFORMATION TECHNOLOGY

The Information Technology (IT) division provides data processing along with information technology management support and direction for the courts. IT also provides application, technical, and operational support to the Court Services division of OSCA. The division works closely with its internal and external customers to establish priorities and provides appropriate systems to minimize manual efforts and support decision making. IT collects and analyzes caseloads data from the courts, develops and operates appellate record keeping and circuit court statistical systems and develops and operates administrative systems for the courts.

The division develops, implements, operates and maintains a variety of the courts data processing systems and databases and coordinates data processing policies and provides user support. The division is also responsible for technical analysis, design, development and implementation of systems, and providing quality assurance, program maintenance and technical support for a variety of operational systems.

In 1985 the Supreme Court's Administrative Rule 1 authorized the development of a statewide Judicial Information System to provide statistical and management information to the state's courts. From this beginning, Information Technology has grown until it now provides automated systems support to all levels of the state court system, as well as to OSCA. This role expanded greatly in 1994, with the enactment of Missouri Revised Statutes section 476.055, establishing a statewide court automation project to be funded with a \$7 per-case court fee and overseen by a Missouri Court Automation Committee.

Titled Missouri Court Automation, and generally referred to as Statewide Court Automation, some objectives of the project include developing an integrated court system with reduced costs to the litigant and taxpayer, greater efficiency, wider access and enhanced accountability; developing a system based on new technology for improved day-to-day operation of courts and increased case processing time lines; and developing a system capable of interfacing electronically with other state and local systems and networks. IT has been involved with the Court Automation Committee in this enormous and exciting project, whose funding was authorized for a period of 10 years.

As a result of the uniformity of application being developed because of Statewide Court Automation, IT has been able to develop Internet-based applications to permit online access to public court case information in those locations in which Banner has been installed. IT also has developed a prototype web-based adult abuse filing system that permits the filing for *ex parte* orders of protection to be completed and received without leaving the protection of a shelter facility.

Information Technology also provides additional administrative support for OSCA in the areas of judicial transfer, fiscal notes, and inventory control. The staff develops special reports to assist in workload analysis, judicial research and special legislative requests. For the past several years, Information Technology has been involved with MACSS with circuit clerks, prosecuting attorneys and the Division of Child Support Enforcement.

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## JUVENILE AND ADULT COURT PROGRAMS

Passage of the “Juvenile Crime Bill” in 1995 placed many added responsibilities on Missouri’s Juvenile and Family Courts. The Legislature, realizing there were omissions in a number of areas in the scheme of juvenile justice in Missouri, added many responsibilities to OSCA. In 1997, the 89th General Assembly approved the creation of the Division of Juvenile and Adult Court Programs within OSCA. It is within this division that administrative efforts are launched to comply with statutory mandates that apply to juvenile services. To address these mandates, the division provides technical support for court programs such as parent education programs, alternative dispute resolution, mediation, and alcohol and drug abuse programs.

A juvenile education program has been in operation approximately two years allowing for continued education for juvenile court personnel. This program is being built upon a comprehensive and integrated skills-based curriculum that seeks to address the specific needs of juvenile court personnel.

Training standards have been defined for periods of employment for juvenile officers. Within the first six months of employment, in-service/orientation training is required. Within the first year of employment, 40 hours of Fundamental Skills curriculum is required. Within both the second and third years of employment, 24 hours of training of which 12 hours are related to identified core skills and competencies are required. Thereafter, 24 hours of job related training is required per year. A certification process based on career development and training for juvenile court professionals is being pursued.

A system that provides juvenile justice professionals with a set of standardized procedures for screening, assessing, and assigning dispositions to juvenile offenders has been developed. The Missouri Juvenile Offender Risk & Needs Assessment and Certification System is a comprehensive strategy for managing juvenile offenders referred to Juvenile and Family courts, currently being piloted in six circuits. The system provides a standardized method of assessing juvenile offenders according to their level of risk for future delinquency and a classification matrix for linking these youthful offenders to a set of graduated sanctions that are designed to reduce risk potential. The strategy also provides a method of assessing the psychosocial needs of juvenile offenders. Future direction of use of the system will entail periodic revalidation of the risk instrument, provision of offender risk and needs profiles to individual circuits, identification of lacking services, and curriculum development for system training to ensure reliable assessments. A Risk Assessment Committee comprised of representatives from Missouri Juvenile and Family Courts, the Missouri Division of Youth Services, the Missouri Juvenile Justice Association, and consulting personnel guided construction of the components of the system.

The effects of tighter protective custody time-lines in child abuse and neglect cases are being evaluated. Originally funded with a four year federal grant through the Family Preservation and Support Act, the Juvenile Court Improvement Project is aimed at assessing and improving, if necessary, the manner in which juvenile courts in Missouri handle child abuse and neglect cases that result in children being placed in foster care. An Assessment Phase that gathered information on how juvenile courts in Missouri process cases compared to the requirements of state and federal laws is complete. The second phase generated recommendations on areas needing improvement. Two pilot sites—the 2nd Judicial Circuit which includes Adair, Knox, and Lewis Counties, and the 23rd Judicial Circuit



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which includes Jefferson County-were selected to implement these court reforms for a two-year period. The evaluation component of the project has also started. A process and outcome evaluation has been designed by a private not-for-profit research institute to assess the effectiveness of the core requirements in improving the court processing of child abuse and neglect cases, and to measure the impact implementation of the improvements has on these two judicial systems. The Steering Committee will consider the results of the project evaluation when making final recommendations for state-wide improvement. These recommendations were submitted to the Missouri Supreme Court January 2000.

In November of 1997, President Clinton signed into law PL 105-89, the Adoption and Safe Families Act, reauthorizing the federal court improvement project grants to the state for an additional three years. In June of 1997 Governor Carnahan signed state legislation revising Missouri statutes pertaining to out-of-home care placements, termination of parental rights, and adoption, in order to bring Missouri into compliance with federal mandates. In response to this opportunity the Steering Committee has recommended continuation of the pilot project(s) for court reforms during the continuation phase. The evaluation component also would be extended through the continuation phase for the existing court projects as well as any new project(s) implemented during the next three years.

The development of adult drug courts as an alternative treatment to substance abuse problems has found early success and led to the development of juvenile and family drug courts as well. Missouri has received an Enhancement Grant award from the Drug Courts Programs Office for fiscal year 1999. The \$267,719 Enhancement Grant is funding an evaluation of 14 drug courts in Missouri beginning in January 2000. The evaluation will include work with the University of Missouri's School of Social Work to identify specific evaluation criteria, and an evaluation advisory group will be formed from each jurisdiction. The jurisdictions included in the grant award include: Buchanan County, the City of St. Louis, Jackson County, Newton County, Lafayette County, Greene County, Cole County, Christian County, Boone County, Dunklin County, Scott County, Mississippi County, and St. Louis County. Additionally, Drug Court Planning Grants also were awarded to the 5th Judicial Circuit for a planned Juvenile Drug Court; the Franklin County Circuit Court for a planned Adult Drug Court, and the Jefferson County Circuit Court for a planned Adult Drug Court. Additionally, the 22nd Judicial Circuit received a Continuation Grant.

All juvenile officers statewide have been provided Lotus Notes e-mail capabilities. Workstations, printers, software, and local and wide network connections are being provided and installed in all juvenile courts, juvenile offices, and residential facilities in the state of Missouri. Infrastructure is in compliance with the standards set forth by the Missouri Court Automation Committee. Infrastructure alignment is in progress in 23 counties and complete for all counties in 7 circuits. The plan is to complete half of the juvenile sites by September 2000.

Design of a Juvenile Case-management Automated Information System (JCAIS) is currently underway and eventually will integrate Missouri's juvenile courts with the adult case management system Banner. JCAIS will include functionality necessary for juvenile offices to process referrals and track juveniles from intake through disposition both formally and informally. Federal funding in the amount of six million dollars from a Community Oriented Policing Services Technology Grant will aid juvenile automation funding. When complete, Missouri will have the most comprehensive judicial

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case management system in the nation, with a common software application supporting all divisions and functions of the court.

IT staff developed a software application called J-TRAC Juvenile Tracking Referral Assessment and Classification, that automated the Missouri Juvenile Offender Risk & Needs Assessment and Classification System. Conversion of the hand-scored standardized offender assessment and classification system to a software program allows for easier collection, storage, and evaluation of juvenile offender data. A single source for juvenile related information is now available and operating from a central database allowing for the unique identification of a juvenile and a single repository of the data for review and analysis. Upon implementation of JCAIS, with built-in tracking and referral capabilities, the J-TRAC software will provide the classification component only.

Goals for the division now include expanded avenues of communication, better assessment of juvenile offenders, and better evaluation of offender data through automated case management. Projects are underway that further enhance communication abilities such as providing courts with better hardware and software, developing specialized juvenile offender databases, and establishing cooperative information-sharing agreements with other youth service agencies. In addition, the Office of State Courts Administrator will continue its goal to further establish alternative treatment programs, work on child abuse and neglect cases, foster care and adoption, and mediation priorities.

The Juvenile and Adult Court Programs Division, in conjunction with the juvenile and family courts, is committed to building the foundation for a new standard of juvenile justice in Missouri. By adopting a broader vision in reference to the services and sanctions provided for substance abuse offenders and juvenile offenders and by working for reform in child abuse and neglect cases, we are moving in the right direction. With strong court programs and advanced technology, we hope to facilitate our long-term goal full-scale juvenile court automation and information-sharing enabling careful data analysis for improved case decision making and management to staff and resources.

## CONTACTS

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## DEPARTMENT OF HEALTH

As a report from the National Research Council warned, millions of American youth are still growing up in circumstances that limit the development of their potential, compromise their health, impair their sense of self, and generally restrict their chances for successful lives. The Missouri Department of Health has provided statistics for some of those conditions affecting our youth in the State of Missouri, which follow:

### ADOLESCENT PREGNANCY

Missouri is making good progress in the reduction of adolescent pregnancies and births to females 15-17 years of age. The national health objective is to reduce the rate to less than 50/1,000. The rate of pregnancies in this age group declined from 40.1/1,000 in 1998 to 36.7/1,000 in 1999. A similar decrease was noted in the rate of births to this population. The rate declined from 31.0/1,000 in 1997 to 29.1/1,000 in 1998. The 1999 Youth Risk Behavior Survey shows a continued upward trend in the number of adolescents who are sexually active and using some form of protection. There has been an increase in the number of schools reporting education regarding prevention of HIV and sexually transmitted diseases (STDs), which also prevents pregnancies. These programs emphasize abstinence as the best means of preventing pregnancy, HIV and STDs. Missouri is beginning to implement school and community-based projects to teach "abstinence-only until marriage" education. These statistics do not reflect that effort, as the program has just begun. Most experts agree that a combination of education, an improved economy and an attitude towards abstinence is improving this rate.

### SEXUALLY TRANSMITTED DISEASES

The rate of incidence of sexually transmitted diseases in 15-19 year olds in Missouri has been a concern for many years. This age group accounts for at least 25% of the STD infections in the state. There has been a slow decline in the number of cases of gonorrhea and chlamydia in this population. These two diseases accounted for 8,342 cases in 15-19 year olds in 1997, and 8,292 in 1998. Increased use of condoms by sexually active adolescents, increased comprehensive health education in schools and an attitude towards abstinence have contributed to the decline. Chlamydia is far more common than gonorrhea in this population.

### SUICIDE

Missouri reports suicide completions by age. The rate in Missouri for suicide completions in 15-19 year olds is 11.5/100,000. This exceeds the national health objective of no more than 8.2/100,000. To address this, the department organized a regional conference in August 1999, held a statewide symposium and has formed a core group, representing five agencies, to develop a state plan for suicide prevention in all age groups. There will be a collaborative effort within the Department of Health to fund training for gatekeepers who can respond to someone considering suicide. The Youth At Risk Survey in 1999 reported 15.6 percent of 9th to 12th graders had seriously considered suicide, and 2.2 percent had made an attempt that resulted in requiring medical care.

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## MOTOR VEHICLE CRASHES

Motor vehicle crashes continue to be the leading cause of death for Missouri adolescents. In 1996, 143 adolescents, 16-17 years of age, died in a motor vehicle crash. Of those 143, 25 were not wearing a seat belt. The 1999 Youth Risk Behavior Survey shows a decline in the number of adolescents who report never wearing a seat belt, and a decrease in the number of adolescents who report riding with someone under the influence of alcohol. The department's Bureau of Disability Prevention and Injury Control collaborates with the Division of Highway Safety in addressing this issue. In addition, the department provides funding for the **THINK FIRST** Missouri education program in schools, and for local **SAFE KIDS** coalitions.

## CONTACT

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# DEPARTMENT OF ECONOMIC DEVELOPMENT

## **Youth Opportunities Program**

The Missouri Department of Economic Development's Youth Opportunities Program (YOP) is a Missouri tax credit program established to broaden and strengthen opportunities for positive development and participation in community life for youth under 21 years of age. In addition, the program focuses on activities that will discourage youth from engaging in criminal and violent behavior.

There is a wide array of activities and projects that may qualify for support from this program. Some eligible YOP projects include:

- Adopt-A-School Project
- Internship/Apprentice Project
- Mentor and Pole Model Project
- Violence Prevention
- Conflict Resolution
- Degree Completion Project
- Youth Club
- Substance Abuse Prevention
- Youth Activity Center
- Employment Project

Projects approved for YOP assume full responsibility for their fundraising efforts. Tax credits are offered as an incentive for contributors to participate. The contributor is eligible to receive a 50% credit for a cash donation, 50% credit for wages paid in an approved employment/internship project and 30% credit for property contribution. YOP has six (6) million dollars in tax credits available each year.

YOP application proposals are evaluated on a first received, first reviewed basis. There is no application deadline allowing organizations to complete planning and application submittal on their timeline. YOP offers monthly application workshops in various locations throughout the state.

For more information, workshop schedules or to request an application packet, please contact:

Department of Economic Development, Youth Opportunities Program  
Harry S Truman Building, Room 770  
P.O. Box 118  
Jefferson City, MO. 65102  
Phone #: 573-751-4539  
Fax #: 573-522-4322  
Email: [yop@mail.state.mo.us](mailto:yop@mail.state.mo.us)

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# PUBLIC/PRIVATE PARTNERSHIPS

## **Children's Trust Fund**

### **STRUCTURE**

Children's Trust Fund is the Foundation leading Missouri's effort to prevent child abuse. In addition to distributing funds to local community-based programs, Children's Trust Fund provides information and data to impact state policy regarding child abuse, neglect and family support issues.

Organizationally the Children's Trust Fund is attached to the Office of Administration.

Unique in its origin and mission, Children's Trust Fund is the only state agency to receive non-general revenue funding for the specific purpose of child abuse prevention. Funding is obtained from sales of the special Children's Trust Fund prevent child abuse license plate, dedicated fees on marriage licenses and vital records, voluntary contributions and interest income from the trust fund. Some federal grants for child abuse prevention are managed by Children's Trust Fund.

### **AUTHORITY**

Children's Trust Fund was established by state statute in 1983 (210.170 Missouri Revised Statutes) as a public-private partnership. It is governed by a 16-member board of directors, twelve of which are appointed by the Governor with the advice and consent of the Senate, and one of which must be a physician specializing in family practice or pediatrics. Two state representatives and two state senators appointed by the Speaker of the House and the President Pro Tem respectively also serve as members of the board of directors. The board provides fiduciary oversight, program direction and leadership for child abuse and neglect prevention activities throughout Missouri, and employs an executive director to facilitate the day-to-day activities as directed by the board.

### **VISION**

Children's Trust Fund envisions children and families free to grow and reach their full potential in a nurturing and healthy environment, free from child use and neglect.

### **MISSION**

Children's Trust Fund will prevent or alleviate child abuse and neglect for the State of Missouri's children and families by:

1. Planning and policy development.
2. Ensuring appropriate funding of results-oriented programs, training programs for prevention professionals, and research.
3. Promoting public awareness and education; and assisting in the integration of statewide prevention efforts.

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## ACTIVITIES

- Planning and policy development to prevent or alleviate child abuse and neglect for Missouri's children.
- Ensuring appropriate funding of programs that work effectively to prevent child abuse and neglect.
- Funding training programs for prevention professionals.
- Funding research that helps identify effective methods of preventing child abuse and neglect.
- Promoting public awareness about the importance and economic impact of preventing child abuse and neglect.
- Working to integrate prevention efforts statewide.

## CONTACTS

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# PRIVATE CARE PROVIDERS AND YOUTH SERVICE ORGANIZATIONS

Missouri has hundreds of private service providers and not-for-profit youth service organizations across the State. Most are regional or community based organizations established to address particular areas of interest or concern. Private providers and nonprofit organizations serve a very important role in many communities by filling gaps in needed youth services. These organizations often are able to meet the needs of a community in areas that public agencies cannot because of funding limitations or procedural restrictions.

Services such as residential care, mental health programming, counseling, and evaluation, etc., are often contracted by the courts through private organizations or serve as treatment alternatives to formal court involvement. Private residential care facilities are generally licensed by the Division of Family Services and provide a structured, non-secure setting for both offender and non-offender youth in a community setting. Counseling, family therapy, and drug and alcohol education programs are all services that may be available in communities only through private providers or nonprofit agencies. Generally speaking, jurisdictions that utilize a good network of public and private programming are more successful in serving the youth of their community.

In addition to local organizations, there are numerous youth service organizations operating on a statewide basis. The functions of these organizations are generally directed toward specific areas of child advocacy or concern and are often independent in their activities. Some of the more prominent organizations in Missouri actively working in the area of youth services are briefly discussed below.

## **Missouri Juvenile Justice Advisory Group**

The State Advisory Group is a committee of judges, legislators, educators, law enforcement officers, juvenile court representatives, community volunteers, directors of public and private youth service agencies, youth members, therapists, attorneys and child care professionals appointed by the governor to ensure the promotion of the Federal Juvenile Justice and Delinquency Prevention Act of 1974 in Missouri. Provisions of the Act include the removal of juveniles from adult jails and lock-ups; removal of status offenders from secure detention; juvenile delinquency prevention programs; and community based programming to serve juveniles in local settings. The major activities of the State Advisory Group include:

- Review, annually, Missouri's statewide plan for expenditure of federal funds submitted to the Office of Juvenile Justice and Delinquency Prevention.
- Assist in the annual development of a Request for Proposals (RFP) announcing the availability of juvenile justice funds.
- Review grant applications submitted to the Missouri Department of Public Safety and prepare funding recommendations.



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- Provide advice in the development of training and technical assistance for the State's juvenile justice system.
  - Participate in the activities of the National Coalition of State Advisory Groups.
  - Promote the development and evaluation of effective programs and services for prevention efforts and youth entering the juvenile justice system.
  - Recommend improvements for the States' juvenile justice system to the Governor and legislature.

#### **CONTACT**

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#### **Citizens for Missouri's Children**

Citizens for Missouri's Children (CMC) is a statewide child advocacy organization serving as an independent voice for children on issues, policies and government programs that affect their lives and about which they cannot speak for themselves. The organization's mission is to advocate for the rights and well-being of all Missouri's children, with a primary emphasis on children with greatest needs.

In addition to managing the KIDS COUNT in Missouri project, CMC promotes early childhood care and education programs, monitors implementation of welfare reform and children's access to health insurance and health care, documents expenditures on children's services and supports child protective services reform. CMC convenes an annual conference to bring together citizens, service providers and policy makers who share a common concern for children. During each legislative session, CMC keeps the public informed with frequent Action Alerts about pending legislation as well as a weekly update of the status of legislation that affects children and their families. It also provides in-depth analysis of current policy issues through a variety of fact sheets, policy briefs and reports. Founded in 1983, CMC is a member of the National Association of Child Advocates

#### **CONTACT**

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### **Missouri Children's Services Commission**

The Missouri Children's Services Commission is a statutorily created Commission comprised of directors or deputy directors of each of Missouri's state agencies which provide services or programs for children, a juvenile court judge, and representatives from the legislature. The Commission is to meet monthly during the legislative session and bimonthly through Summer and Fall, they meet to discuss children's issues, in particular, to improve collaboration between agencies to eliminate the duplication of services, and for the development of an integrated state plan for care to children. The Commission is to report annually to the Governor on its activities and the needs of children in Missouri.

#### **CONTACT**

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### **Missouri Court Appointed Special Advocates Association**

The Missouri Court Appointed Special Advocates Association (CASA) is a non-profit organization whose mission is to improve the lives of abused and neglected children in Missouri by promoting the development, expansion and improvement of CASA programs statewide. Local CASA programs recruit, screen, train and supervise community volunteers. CASA volunteers are assigned to an abuse or neglect case by a judge. They conduct a thorough research of documents and, interview everyone involved, including the child. They make reports to the court, recommending what they believe is best for the child, providing the judge with information that will help the judge make an informed decision regarding placement, parental visitation and services. During the life of a case, a CASA volunteer monitors the child's situation to make sure the child remains safe until permanency is achieved. Ultimately, the goal of the Missouri's CASA is to provide a well-trained CASA volunteer to expedite permanency planning for each of Missouri's abused and neglected children in every circuit court.

#### **CONTACT**

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### **Missouri Coalition of Children's Agencies**

The Missouri Coalition of Children's Agencies, formerly known as the Missouri Child Care Association, is a statewide nonprofit organization of agencies providing care and treatment for abused and neglected children in Missouri. The Association serves as an advocacy group for all children who are abused, neglected and/or are homeless. Member agencies also provide care and support for families in Missouri who need help in coping with the stresses of modern life. The Association holds monthly meetings, annual conferences, several statewide trainings and publishes a weekly newsletter.

#### **CONTACT**

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### **Missouri Council of Juvenile & Family Court Judges**

The Missouri Council of Juvenile and Family Court Judges is an Association of Juvenile Judges from Missouri's Juvenile Divisions. The Association promotes juvenile justice issues in Missouri and meets annually as part of the Missouri Judicial Conference.

#### **CONTACT**

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### **Missouri Juvenile Justice Association**

The Missouri Juvenile Justice Association (MJJA) is a statewide, not-for-profit 501(c) 3 organization committed to promoting a quality juvenile justice service delivery system for the youth of the state of Missouri. Solely dependent upon donations and memberships, MJJA brings together juvenile justice system professionals and agencies, and interested organizations, corporations and individuals who are committed to improving the Missouri juvenile justice system for the sake of *children in need of a future*. MJJA envisions a preferred future in which the public is aware and supportive of the delivery of quality juvenile justice services to the children of Missouri defined as status offenders, delinquents and abused and neglected children. In this preferred future, MJJA demonstrates leadership by maintaining and enhancing quality collaborative training opportunities and forums for sharing expertise to guide and support the professional development of its broad based membership. As an advocate for children's rights and services, MJJA is recognized as a proactive leader in Missouri and nationally. MJJA's leadership is reflected in maintaining a leading juvenile justice information clearinghouse and effectively serving and addressing issues raised by the diverse agencies involved in the juvenile justice system. MJJA serves as an expert consultant at the request of the Governor and the legislature, leads the development of uniform standards, practices and procedures in juvenile care, and promotes the need for adequate resources for all services within Missouri's juvenile justice system. To reach the desired future, MJJA recognizes certain core values intrinsic to the organization: commitment to and advocacy of for the needs of Missouri's children; leading with a spirit of collaboration; broad-based and diverse membership; and top quality professional training and development.

MJJA has been the recipient of a federal contract, since 1985, from OJJDP via the Missouri Department of Public Safety and State Juvenile Justice Advisory Group wherein it has been responsible for monitoring the state's compliance with the Juvenile Justice and Delinquency Prevention Act. Separate and apart from the federal contract, MJJA provides two statewide educational conferences each year, and is on contract with the Office of State Courts Administrator (OSCA) to develop and provide: the 40 hour Fundamental Skills for Good Juvenile Probation Practice curriculum to new juvenile/family court personnel three times per year; the 40 hour Juvenile Careworker Fundamental Skills for Good Juvenile Detention Practice curriculum to new juvenile detention staff three times per year; and, working with the Center For Sex Offender Management, of Washington DC, to develop and provide Phase I and Phase II programs of *Effective Management of Juvenile Sex Offenders in the Community*. A committee established and directed by MJJA authored Missouri's Minimum Standards for Juvenile Detention which are part of Missouri's Supreme Court Rules and mandated by statute, and a multi-disciplinary committee established and directed by MJJA authored Missouri's Standards for Guardians Ad Litem which have been approved by the Missouri Supreme Court.

MJJA is focused on several collaborations: As a part of the Missouri Supreme Court Family Court's Permanency Planning Project whose purpose it is to develop a statewide, comprehensive approach, under the leadership of the judiciary, for assuring that all abused and neglected children placed by the courts in out-of-home care achieve safe, permanent homes in a timely manner; as a part of the Missouri Alliance for Youth: A Partnership Between Mental Health and Juvenile Justice whose purpose it is to improve coordination between mental health and juvenile justice to better serve youth involved with

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these systems and advocate for the needs of this population; As a part of the Missouri Bar's Commission on Children and the Law, whose purpose is to examine current Missouri laws dealing with children in a number of areas, studying not only children's involvement in delinquency and criminal matters, but also in abuse and neglect, adoption and domestic relations litigation, and, to consider "the best interests of children" in analyzing current laws, and suggest alternatives where necessary for consideration by Missouri's Executive, Legislative and Judicial branches.

The mission of the Missouri Juvenile Justice Association is to develop and promote a quality juvenile justice service delivery system for the youth of the state of Missouri.

### **CONTACT**

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## Section 2

# CENSUS & DEMOGRAPHIC PORTRAIT OF MISSOURI'S AT-RISK YOUTH POPULATION FROM THE KIDS COUNT IN MISSOURI 1999 REPORT

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*The following sections contain excerpts from the Kids Count in Missouri 1999 Report, funded by the Annie E. Casey Foundation and reprinted with permission from the Citizens for Missouri's Children.*

*Missouri's juvenile age population in 1998 was recorded at 1,406,400, which represents slightly over 25% (1/4th) of Missouri's total population. Of all juveniles, one-sixth of the state's children are African American, Hispanic, Asian or Native American.*

*As we move into the 21st century, it is important to observe and evaluate the various factors that have an impact on our youth, so as to better prepare future efforts to assist this population. According to figures published in the KIDS COUNT in Missouri 1999 Report, the following outcome measures appeared:*

*Measures that improved are: students enrolled in free and reduced price lunch; infant mortality; child deaths; probable cause child abuse; annual high school dropouts; births to teens and teen violent deaths. Two of the three measures that worsened, low birthrate and out-of-home placement entries, rose by only one tenth of a percent. One measure, probable cause child abuse, did improve but the decrease may be due to changes in procedures.*

### ***Trends for Missouri's Minority Children***

*Minority data are not available for all KIDS COUNT measures. For measures where data are available, it is clear that Missouri's 240,000 minority children face higher risks for adverse outcomes than their Caucasian peers. They are almost two times as likely as Caucasian children to have low birthweights, die in infancy or adolescence, be confirmed as abused or neglected, enter out-of-home placements such as foster care or become teen parents. However, it is notable that all outcome measures for minority children has improved, and the teen birth rate for minority girls decreased by 20% between 1994 and 1998.*

**Please note: The 1999 Report is based on 1998 data.**

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## **Students Enrolled in Free/Reduced Price School Lunch Program**

### **Definition**

*The percent of Missouri students enrolled in the free or reduced price lunch program is used as a proxy measure of child poverty. Child poverty figures were last recorded in the 1990 census, with estimates in 1993 and 1995. These figures fail to reflect more recent changes. Free and reduced price school lunch figures, collected annually, are more sensitive to changes over time. Students who live in homes with annual incomes at or below 130% of the poverty level (\$21,710 for a family of four) are eligible for free meals. Students who live in homes with annual incomes between 130% and 185% of the poverty levels (\$30,895 for a family of four) are eligible for reduced price meals.*

### **Significance**

*Children are more likely to be poor than any other age group, and are more likely to be chronically poor than adults or senior citizens. Young children are more likely to be poor than older children. According to 1997 Census estimates, 21.6% of children under the age of six were poor, compared to 19.2% of poor children under the age of eighteen.*

*Enrollment in the Free and Reduced Price School Lunch program is also an important indicator of child nutrition. Children who are constantly hungry have a diminished capacity to learn. Participation in the school lunch program enables children to get the nutrition they need to succeed in school. Children from low-income families receive one-third to one-half of their daily nutritional intake from the school lunch program.*

### **Missouri Findings**

*Almost thirty-six (36) percent or 310,474 Missouri students were enrolled in the free/reduced price lunch program in 1998. The rate decreased slightly from 1997.*

### **Children Receiving Cash Assistance**

*During 1998, more than 16,000 families receiving cash assistance had been sanctioned for failure to comply with work or other program requirements. When an adult is sanctioned, the family's grant is reduced or suspended. Children receiving cash assistance but living in families where an adult has been sanctioned are therefore forced into deeper poverty. Sanctions imposed in 1998 affect 32,477 poor children.*

### **Children Receiving Food Stamps**

*In actual numbers, this reduction represents 61,897 children no longer receiving nutritional support through the Food Stamp Program.*

*At the same time, there has been evidence of an increasing number of persons using food pantries. Data is available for food pantries that secure at least some of their food from the US Department of Agriculture. In Missouri, this accounts for 397 food pantries. In state Fiscal Year 1997 (July 1, 1996-June 30, 1997), those pantries served 305,363 households or 808,450 persons. By state Fiscal Year 1999 (July 1, 1998-June 30, 1999), they served*

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421,948 households or 1,124,260 persons, an increase of almost 16% of the number of persons served. It is important to note that these numbers are not unduplicated. They reflect the actual number of visits to pantries; a single household, visiting monthly, would count as 12 visits.

### **Preventive Factors**

Ways to improve this outcome include:

- Jobs that pay livable wage;
- Supportive services that help individuals find and maintain jobs, including child care, transportation and health care;
- Adequate and effective collection of child support for children in single parent families;
- Progressive tax policies that ease the tax burden on low-income families;
- Unemployment Insurance reform that improves access to unemployment insurance for low-income workers.

### **Minority Data**

Data for Caucasian and minority children are unavailable for the school lunch program.

## **Births to Mothers Without High School Diplomas**

### **Definition**

This variable measures the percent of births to mothers of all ages who have less than twelve years of education, as indicated on the newborns's birth certificates.

### **Significance**

Parental education level has shown to be a better predictor of grade repetition than family income, poverty status, family structure, ethnic group or family size. Nationally, 33% of children whose parents had less than a high school diploma had repeated a grade, compared to only 21% of children whose parents had high school diplomas and 9% of children whose parents were college graduates.

According to the Missouri School Improvement Project, Missouri parents who are high school graduates are almost twice as likely to report their children make mostly A's in school than those with less than a high school education.

### **Missouri Findings**

Almost one in five, or 14,588 births in 1998 were to undereducated mothers. The rate decreased in the early 1990s, and has risen slightly in the later part of the decade. There is overall improvement from 1992-1998.



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## ***Preventive Factors***

*Ways to improve this outcome include:*

- *Early identification of at-risk students, particularly in elementary school and during transition periods from elementary school to junior high, and from junior high to high school;*
- *Teachers who are able to identify and address cultural differences to reduce the high dropout rates of minority students;*
- *Services to children with disabilities, especially with behavior disorders;*
- *Programs that enhance the life choices of adolescent females by addressing esteem issues, assertiveness training, social and leadership development, school performance and academic achievement.*

## ***Minority Data***

*Minority infants were much more likely than Caucasian children to be born to undereducated mothers (28.3% vs. 17.5%) in 1998. Rates for minority infants improved between 1994 and 1998 while rates for Caucasian children deteriorated slightly during the same time.*

## **Low BirthWeight Infants**

### ***Definition***

*This variable measures the percent of infants who weigh less than 2,500 grams (approximately 5.5 pounds) at birth. This includes term and pre-term infants. Data are aggregated, or combined, for five-year periods to provide more stable rates.*

### ***Significance***

*Babies born with low birthweights are at high risk for adverse outcomes and developmental problems throughout their lives. They are more likely than normal birthweight infants to have brain damage, cerebral palsy, neurological impairment and cognitive disorders. Almost half of these infants will enter special education at some point in their lives. Approximately 60% of all infants who die before their first birthday have low birthweights.*

*Caring for low birthweight infants is extremely costly. In Missouri, low birthweight infants comprise less than 8% of total births but account for 71% of all newborn expenditures. The usual newborn nursery cost is approximately \$500, but for a low birthweight infant medical charges can reach \$15,000.*

*Women who lack adequate prenatal care or health insurance, and women who take fertility drugs, are at high risk of delivering low birthweight infants. Other risk factors include smoking and low maternal weight gain during pregnancy. In Missouri, 88.3% of pregnant women received adequate prenatal care in 1996-1997. This rate has steadily improved since 1992. However, almost 20% of pregnant women reported that they smoked during their pregnancy.*

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## **Missouri Findings**

*The low birthweight rate in Missouri has increased since the mid-1980s. In 1998, 5,896 newborns had low birthweight. The Missouri Department of Health reports that almost half of the increase in low birthweight infants is due to greater numbers of multiple birth deliveries, primarily associated with delayed childbearing and the use of fertility drugs or in vitro fertilization procedures.*

*There are two types of low birth weight infants: those delivered too early and those delivered at full-term, but born too small. Since 1984, there has been a greater increase in infants who are born too early than those born too small. This suggests that behavioral changes, like improved diet or smoking cessation, may have more impact on increasing the infant's weight than on increasing the length of the pregnancy.*

## **Preventive Factors**

*Ways to decrease the number of infants born at low birthweight include:*

- Adequate and early prenatal care, maternal education, and nutritional services;*
- Efforts that decrease births to teenaged girls;*
- Programs that educate women about the dangers of drug, alcohol and tobacco use during pregnancy;*
- Decreasing the number of unintended pregnancies.*

## **Minority Data**

*The low birthweight rate for minority babies was 12.7%, almost twice the Caucasian rate of 6.6%. The rate for Caucasian infants worsened between 1989-93 and 1994-98, while the rate for minority infants slightly improved.*

## **Infant Mortality**

### **Definition**

*This variable measures the number of infants who die before their first birthday. The rate is expressed as deaths per 1,000 live births. Data are aggregated, or combined, for five-year periods to provide more stable rates.*

### **Significance**

*The infant mortality rate goes beyond simple health considerations to encompass economic and safety issues as well. Many consider the infant mortality rate to be one of the defining measures of a society's well-being. Infants are more likely to die before their first birthday if they live in unsafe homes and neighborhoods or have inadequate nutrition, health care or supervision.*

## **Missouri Findings**

*The statewide infant mortality rate has declined steadily through the past 10 years. The combination of improved medical technology and public health outreach efforts has facilitated this improvement. In 1998, 573 infants died before their first birthday.*

---

## **Preventive Factors**

*Ways to improve the number of infant deaths include:*

- *Quality prenatal care for pregnant women and pediatric care for all infants immediately after birth;*
- *Education efforts regarding prevention and treatment of birth defects, neonatal drug addictions and AIDS;*
- *Greater use of referral and information networks that provide information for parents on maternal and child health care;*
- *Healthy home environments, including adequate housing and proper sanitation.*

## **Minority Data**

*The mortality rate for minority infants was 14.4 per 1,000 live births for 1994-98, more than twice the Caucasian rate of 6.3. Rates for both groups improved between 1989-93 and 1994-98.*

## **Deaths of Children, Ages 1-14**

### **Definition**

*This variable measures deaths of children ages one through fourteen from all causes. The rate is expressed per 100,000 children of that age. Data are aggregated, or combined, for five-year periods to provide more stable rates.*

### **Significance**

*While mortality drops sharply after the first year, children are still at risk from a number of health and environmental factors. This measure, like infant mortality, reflects physical health conditions, the amount of adult supervision and the prevalence of risks in the home and community that children face every day.*

### **Missouri Findings**

*The child death rate has improved slightly since the beginning of the decade. In 1998, 290 children died in Missouri. Many (44%) of these deaths were attributable to illness and approximately 43% are unintentional. Unintentional deaths include motor vehicle accidents, drownings, burns, accidental strangulation and unintentional firearms deaths. There were 28 homicide deaths and 7 suicide deaths among this age group in 1998. Firearms were responsible for 17 deaths in 1998, figuring in homicides, suicides and unintentional firearm deaths.*

### **Children with HIV/AIDS**

*Three children of this age group died of AIDS-related causes in 1997. The Department of Health confirmed two cases of HIV infection and two new AIDS cases for children under the age of 13 in 1997. A total of 51 children have been diagnosed with AIDS since 1982. Of these, 34 have died.*

---

## **Preventive Factors**

Children who are properly immunized are protected from deadly or complicating diseases such as whooping cough, measles or polio. Missouri tracks the percent of two-year old children seen at public health clinics who are properly immunized. This rate improved from 60.7% in 1994 to 85.5% in 1998.

Other ways to reduce the number of child deaths include:

- Quality, affordable health care systems that emphasize prevention of disease and unintentional injuries;
- Efforts that promote overall well-being for children;
- Proper and consistent use of car seats and bicycle helmets;
- Parents and educators with greater awareness of warnings that suggest suicidal tendencies in children.

## **Minority Data**

The 1994-98 aggregate death rate for minority children was 42.1 per 100,000, compared to 25.2 for Caucasian children. White children were most likely to die from unintentional injuries (51%) and illness (41%). Minority children were most likely to die from illness (50%) and homicide (27%), with accidents accounting for only 21% of minority deaths in this age group. Rates for both groups of children improved between 1989-93 and 1994-98.

## **Probable Cause Child Abuse and Neglect**

### **Definition**

This variable measures the number of children confirmed as abused or neglected by the Missouri Department of Social Services, Division of Family Services. After a report of suspected abuse or neglect has been made, investigations that return sufficient evidence supporting the report are classified as probable cause child abuse and neglect. (See later section titled Missouri is Changing How Child Abuse and Neglect Reports are Handled.) In Missouri, the rate is expressed per 1,000 children.

### **Significance**

Children who are abused or neglected are damaged physically, mentally, socially and emotionally. Even if they escape serious injury, they are at higher risk for many negative outcomes, including adolescent pregnancy, substance abuse, juvenile delinquency and academic failure. Young children who are abused are more likely than other children to be socially withdrawn or physically aggressive.

Past abuse also appears to be associated with violent crime. Among State prisoners 81% of men who had been abused as children were serving a sentence for a violent offense, compared to 46% of those reporting no past mistreatment. Thirty-four (34) percent of women who had been abused and 21% of women not abused were in prison for a violent offense.

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*Children who are at higher risk for abuse and neglect live in families where the parents were abused as children, and have criminal, mental illness or substance abuse histories. Adults who abuse children often have poor coping or problem solving skills, and are socially isolated. Many are experiencing external stress, such as marital discord, work instability or poor living conditions.*

*There is also a high risk of abuse for children who live in families experiencing domestic violence. When violence is present in the home, children are more likely to become victims of abuse and to learn patterns of behavior that are violent.*

### ***Missouri Findings***

*Official child abuse and neglect counts underrepresent the true number of abused and neglected children in Missouri, as only a fraction of them are brought to the Division's attention. A national incidence study by the U.S. Department of Health and Human Services found that the true frequency of child abuse and neglect could be as much as three times higher than the numbers confirmed by authorities.*

*The rate of probable cause child abuse and neglect in Missouri decreased between 1992 and 1998. In 1998, there were more than 48,119 reports of child abuse and neglect to the Division of Family Services Hotline, involving more than 75,000 children. From these reports, 12,556 children were confirmed as abused or neglected. Physical neglect (54.6% of children) was found much more frequently in child abuse investigations than physical abuse (21.7%). Sexual abuse was found in 18.3% of confirmed cases. More than one-third of the child abuse victims were less than six years old.*

### ***Missouri Has Changed Its Response to Reports of Abuse and Neglect***

*The decrease in probable cause child abuse and neglect victims in Missouri is at least partially attributable to the SB595 pilot program, which operated in 71 counties at the end of 1998. More than 83% of the state's children live within the pilot program's boundaries. In these sites, traditional investigations are still conducted in allegations of severe abuse or neglect but hotline calls that involve allegations of less severe abuse or neglect are assigned to Family Assessments. These cases utilize a different approach, based on assessing the family's strengths and determining the services needed to improve the child's safety. Family assessments are resolved with determinations of services needed or services not needed instead of the traditional investigative findings of probable cause or unsubstantiated. More than 18,647 children who were involved in hotline cases in 1998 were referred for a Family Assessment instead of an investigation. An independent evaluation of the SB595 pilot found that, overall, the safety of children was not jeopardized, and that their safety improved in cases of neglect, lack of supervision and less serious abuse.*

*Because of this change in reporting categories, it is impossible to determine if child abuse is truly decreasing in Missouri. Legislation passed in 1998 will gradually expand the SB595 pilot program to the entire state. Careful evaluation must continue to determine the efficacy of the SB595 approach and its success in keeping children safe.*

---

## **Preventive Factors**

*Other ways to prevent probable cause child abuse and neglect include:*

- *Home visitation programs that provide parent education regarding child development and alternative methods of discipline, health screenings and family support;*
- *Parent and caretaker education programs that document the tragic results of shaking babies and provide constructive, safe ways to soothe crying babies;*
- *Increased community awareness of the issue and willingness to provide support to at-risk families.*

## **Minority Data**

*The probable cause child abuse and neglect rate for minority children was 16.2 per 1,000 children in 1998, more than twice the Caucasian rate of 7.5. Rates improved for both groups of children between 1994 and 1998.*

## **Out-of-Home Placement Entries**

### **Definition**

*This variable measures the number of children, in the legal custody of the Division of Family Services (DFS), who enter Missouri's alternative care system because of severe abuse, neglect or other family disruption. The rate is expressed per 1,000 children. These children may be placed in foster homes, group homes, relative care or residential care institutions.*

### **Significance**

*Many of the children who are removed from their homes are experiencing abuse, neglect or disruption that is profound. They must be considered at even higher risk for many of the adverse outcomes faced by all abused children. Child abuse or neglect, and related factors, accounted for approximately two-thirds of the initial placement reasons documented by Division of Family Services workers in 1997.*

### **Missouri Trends**

*In 1998, 6,749 children entered the out-of-home placement system. Overall, the rate increased between 1992 and 1998, with slight decreases in 1995 and 1997. Once children enter the system, many exit quickly, but others remain for long periods. The average length of stay for children in custody in 1998 was 27.5 months. Children often move from one placement to another while they are in alternative care. Almost half of the children in DFS custody at the end of Fiscal Year 1998 had been in three or more different foster homes or other settings.*

### **Preventive Factors**

*Factors that prevent the occurrence of child abuse and neglect will also prevent the need for out-of-home placement entries. Other ways to decrease the length of placement or prevent re-entry into placements include:*

- 
- *More timely decisions about whether a child can return home or be freed for adoption;*
  - *Stable living situations, including foster and adoptive homes;*
  - *Reunification services that support children and families through the transition period when children first return home;*
  - *Safe, affordable homes to prevent placements that occur primarily because of inadequate housing.*

### **Minority Data**

*Minority children were almost three times more likely to enter out-of-home placements than Caucasian children (11.1 vs. 3.6 per 1,000) in 1998. The rate for Caucasian children was worsened, while the rate for minority children improved slightly between 1994 and 1998.*

## **Annual High School Dropouts**

### **Definition**

*This variable measures the number of students enrolled in public high schools who left school without graduating during the school year. The rate is expressed as the percent of enrolled high school students. The formula used to calculate the rate accounts for transfers in and out of a school district. It does not include students who drop out of school but eventually earn General Education Development (G.E.D.) certificates.*

### **Significance**

*Youth who drop out of high school greatly lower their odds of succeeding as adults. High school dropouts are three times as likely to slip into poverty as those who finished high school. The median personal income for high school dropouts by the time they reach adulthood is only \$10,000, compared to \$18,000 for high school graduates and \$35,000 for college graduates. In the past 20 years, the average hourly wage for high school dropouts decreased 23% when adjusted for inflation.*

### **Missouri Findings**

*The dropout rate increased between the 1992 and 1994 school years but has declined since then. There were 13,363 dropouts in 1998. Another important measure of school achievement is the graduation rate, or the percentage of ninth graders who complete high school four years later. In 1998, more than three-quarters (77.4%) of students graduated with their peers. The graduation rate increased between the 1993 and 1998 school years.*

*The Missouri Department of Elementary and Secondary Education estimates that approximately half of the students who drop out of school eventually achieve their G.E.D. certificates.*

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## **Preventive Factors**

*Ways to improve high school dropout rates include:*

- *Adequate preschool and early education programs that help prepare students to learn;*
- *Early identification and monitoring of students who may be at-risk for learning and development problems;*
- *High school completion options for teens involved with the juvenile justice system.*

## **Minority Data**

*For the first time, racial and ethnic data are available for state dropout data. The dropout rate for minority students in both 1994 and 1998 is almost twice that of Caucasian students. The dropout rate for both groups of students improved from 1994 to 1998.*

## **Births to Teens, Ages 15-19**

### **Definition**

*This variable measures the number of births to teen girls ages 15 to 19. The rate is expressed per 1,000 girls of that age.*

### **Significance**

*Giving birth as a teen presents social, economic and health risks for both the mother and baby. They are more likely to drop out of school, give birth out-of-wedlock, divorce or separate and be dependent on public assistance. Three out of five teen mothers drop out of school. Their average lifetime earnings are half as much as women who wait until at least age 20 to become parents. The children of teen parents are more likely to have health, education and behavior problems.*

*The partners of many teen mothers are older males. According to Child Trends, a national research organization, at least half of the sexual partners of teen mothers are in their 20's. It is also likely that much of the sexual activity among young girls results from coercion or force.*

*Teens who are at high risk for becoming teen mothers live in economically disadvantaged families or communities, have poor school performance and have substance abuse and/or behavioral problems.*

### **Missouri Findings**

*Missouri's teen birth rate has declined steadily since 1992. In 1998, 10,270 teen girls, age 15-19 gave birth. Ten percent of babies born to teens were low birthweight. Young teens who give birth face extremely high economic, health and social risks. Girls between the ages of 15 and 17 accounted for 35% of all births to girls under age 20 in Missouri, while girls under age 15 accounted for less than 2%.*



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*Better use of contraceptives is one potential factor contributing to the decreasing teen birth rate. According to the 1997 Missouri Youth Risk Behavior Survey, 37% of high schoolers consider themselves sexually active. The percent who reported that they or their partner used a condom during their last sexual intercourse increased from 52% in 1995 to 58% in 1997.*

### ***Preventive Factors***

*Ways to reduce teen pregnancy include:*

- Strong parental communication with children regarding sexual issues, which can enhance a child's decision-making skills and contribute to delay of initial intercourse;*
- Collaborative arrangements with parents, schools, and communities to offer sex education, general health and mental health services, and life and family planning workshops;*
- Access to reliable contraceptives.*

### ***Minority Data***

*The teen birth rate for minority girls was 90.9 per 1,000 in 1998, compared to 43.9 for Caucasian girls. While rates for both groups of girls improved between 1994 and 1998, the improvement in the minority rate was much greater.*

## ***Violent Deaths of Teens, Ages 15-19***

### ***Definition***

*This variable measures the number of teens ages 15 to 19 who died because of motor vehicles crashes, homicides, suicides or unintentional injuries. It is expressed as a rate per 100,000 teens of that age. Data are aggregated, or combined, for five-year periods to arrive at more stable rates.*

### ***Significance***

*Nationally, 72% of deaths among teenagers are caused by factors that are influenced by risk-taking behavior. While media attention continues to focus on the number of youth homicide perpetrators and victims, it is important to note that motor vehicle crashes are still the leading cause of violent death for teens.*

### ***Missouri Findings***

*The five- year aggregate teen violent death rate decreased for the third year in a row, signifying the start of a positive trend. A decrease in homicide deaths in the past three years is contributing to this improvement. In 1998, 284 teens died violently. Of these, 53% were motor vehicle crash victims, 19% were homicide victims and 16% were suicides.*

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## ***Preventive Factors***

*Ways to reduce teen deaths include:*

- *Teen education on the potentially tragic consequences associated with operating a vehicle under dangerous or hazardous conditions, including driving while under the influence of alcohol or other drugs;*
- *Posted telephone numbers and available resources that teens can easily access and utilize, including Missouri's Kids Under Twenty-One (KUTO), a 24-hour peer-led suicide prevention and crisis intervention hotline;*
- *Constructive alternative activities to reduce violent and high-risk behavior.*

## ***Minority Data***

*The teen violent death rate for minority youth for 1994-98 was more than twice the rate for Caucasian youth (135.1 per 100,000 vs. 66.8). Minority youth were most likely to be homicide victims, with 73% of minority deaths attributable to homicide. Motor vehicle accidents accounted for 65% of deaths to white teens. The rate for both groups of teens improved between 1989-93 and 1994-98.*

## ***Celebrating Successes for Missouri's Children***

*Since the first Kids Count report in 1993, a number of positive changes have occurred that will help improve outcomes for Missouri's Children. This year, we reflect and celebrate as we look forward to the future.*

## ***Permanency and Safety for Abused and Neglected Children***

- *Child Abuse & Neglect Family Assessments (Missouri SB595) changes the way abuse and neglect reports are handled.*
- *Federal Adoption and Safe Families Act stresses expedited permanency for children.*
- *Juvenile Court Improvement Project improves court processes to expedite permanency.*
- *Family Centered Out-of-home Care aims to decrease the number of children in long term foster care.*
- *Housing Assistance Fund uses pooled funds to prevent homelessness and reunite families.*
- *Subsidized Guardianships offers financial support of relatives caring for children in out-of-home care.*

## ***Child Health***

- *Medicaid Managed Care Plus (MC+) brings preventive health care to pregnant women and children.*
- *Child Health Insurance Program (CHIP) provides health insurance for children up to 300% of the federal poverty level.*
- *WIC continues to offer more and more women, infants and children sound nutritional options.*
- *School health projects improve access to health care by establishing or expanding services for school age children.*

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### ***Early Care and Education***

- *Governor’s Commission on Early Care and Education draws a roadmap for state early learning systems.*
- *Early Childhood Development, Education and Care Fund earmarks \$21 million for early learning initiatives.*
- *Regulatory changes provide additional safety requirements for caregivers in a variety of settings.*
- *Child and Adult Care Food Program (CACFP) expands to bring additional resources to caregivers for improved nutrition.*
- *Parents As Teachers (PAT) continues to grow and support young families.*
- *Parental access to caregiver information improves through an executive order and through legislation.*
- *Parental awareness of quality in Early Care broadens through a state-wide public relations campaign.*

### ***Education***

*Outstanding Schools Act establishes new programs and policies to improve Missouri’s public schools.*

- *Missouri School Improvement Project requires increased accountability and improved planning for school districts.*
- *Community Careers System links a broad array of partners to create a transition system for high school students.*

### ***Improved Outcomes through Collaboration***

*Show-Me Results are the outcomes that the state hopes to achieve through various goals and strategies.*

- *Family Investment Trust integrates efforts of seven state departments to improve services to children and families.*
- *Community Partnerships provide opportunities for communities to design local services.*
- *Caring Communities sites work directly with children and families to make service decisions for neighborhoods.*
- *Community Health Assistance Resource Team provides technical assistance on improving community health.*
- *Early Childhood Interagency Team works to coordinate programs for Missouri’s youngest children.*

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## Section 3

# MISSOURI JUVENILE CRIME ANALYSIS

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## INTRODUCTION

As a part of Missouri's Three-Year Plan for the expenditure of federal Juvenile Justice and Delinquency Prevention Act funds, the Missouri Department of Public Safety and the Missouri Juvenile Justice Advisory Group reviewed and analyzed referrals to Missouri's juvenile courts during the period 1983 to 1998. The data used in this analysis were reported by each of Missouri's forty-five juvenile courts to the Missouri Statewide Information System. This system is operated and maintained by the Missouri Department of Social Services and the Missouri Division of Youth Services as required by 219.016 Missouri Revised Statutes.

The information collected from the juvenile court is intended to present a picture of the nature and extent of youth referred to the State's juvenile court system. The following is a summary of the type of information collected:

- a) Demography (gender, race, age, etc.)
- b) Reason for referral (law violation, status offense, or child abuse/neglect)
- c) Source of referral (police, school, family, etc.)
- d) Types of pre-hearing placements (secure detention, shelter care, etc.)
- e) Length of pre-hearing placement
- f) Dispositions (out-of-home placements, probation, dismissal, informal adjustment, waiver/transfer, etc.)
- g) Type of out-of-home and in-home services received

*(A copy of the data collection form is included in the appendix of this document.)*

For the purpose of presenting a review of our analysis, we have divided this section into three parts. Part I provides a look at the number of referrals to the juvenile court, what the referral is for, who is being referred, and who is making the referral. Part II describes the use of pre-hearing placements including type and length. Part III examines the dispositions, or decisions, that are made by the juvenile court for each referral.

All referrals have been grouped and examined by race, gender, age and type of referral. The following are definitions for each referral category:

**Violent Offenses** - Crimes against persons including: homicide, rape or other felony sexual assaults, kidnaping, assault, robbery, burglary first in which a weapon was involved, extortion accompanied by threats of violence, arson, and weapon offenses.

**Non-Violent Offenses** - Any other act classified as criminal by the Missouri Criminal Code in 565.577 RSMo. and which apply to the general population including drug offenses.

**Status Offenses** - Non-criminal violations which apply only to juveniles including truancy, runaways, beyond parental control and behavior injurious to self and others.

**Non-Offenses** - Child Abuse and neglect (victims).

## ***PART I*** ***REFERRALS***

A referral is defined as any action involving a juvenile which results in a determination, finding, or outcome and a written record maintained in the juvenile's name.

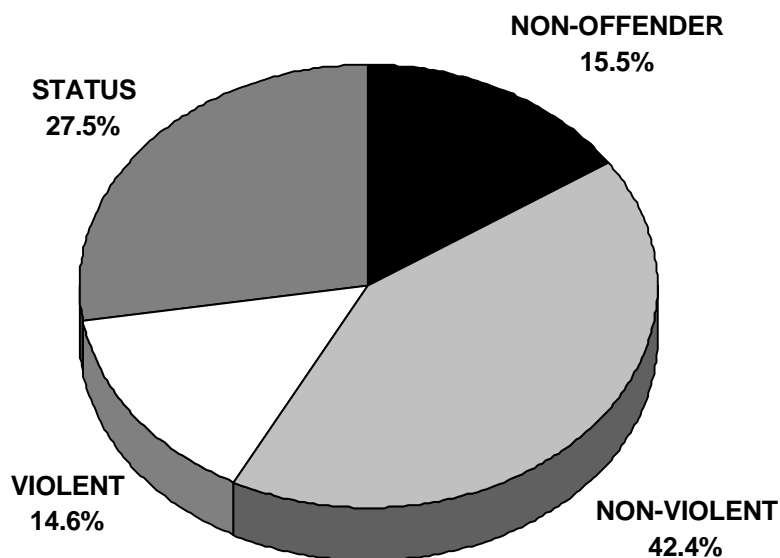
The information presented here reflects only the most serious allegation for individual referrals. Totals do not include information on other violations that may have been alleged for a youth at the time of his/her referral. For example, a juvenile might be referred for a burglary, property damage, misdemeanor theft, and curfew violation all in one referral. In this instance, the major allegation (most serious) would be burglary, with two additional law violations and a status violation noted but not counted as additional referrals. Also, please note that the data presented represents offense referrals to the juvenile court and not necessarily the number of separate individuals referred to the court. The actual number of individual youth referred to the court system will be less than the total number of referrals as some youth will be referred several times over the course of a year.

Referrals have generally been broken into four major categories - Violent Offenses, Non-Violent Offenses, Status Offenses and Non-Offenses (child abuse and neglect) for most data analysis.

### **MISSOURI JUVENILE COURT REFERRALS 1998**

**Figure 1**

**Total Referrals: 86,447**



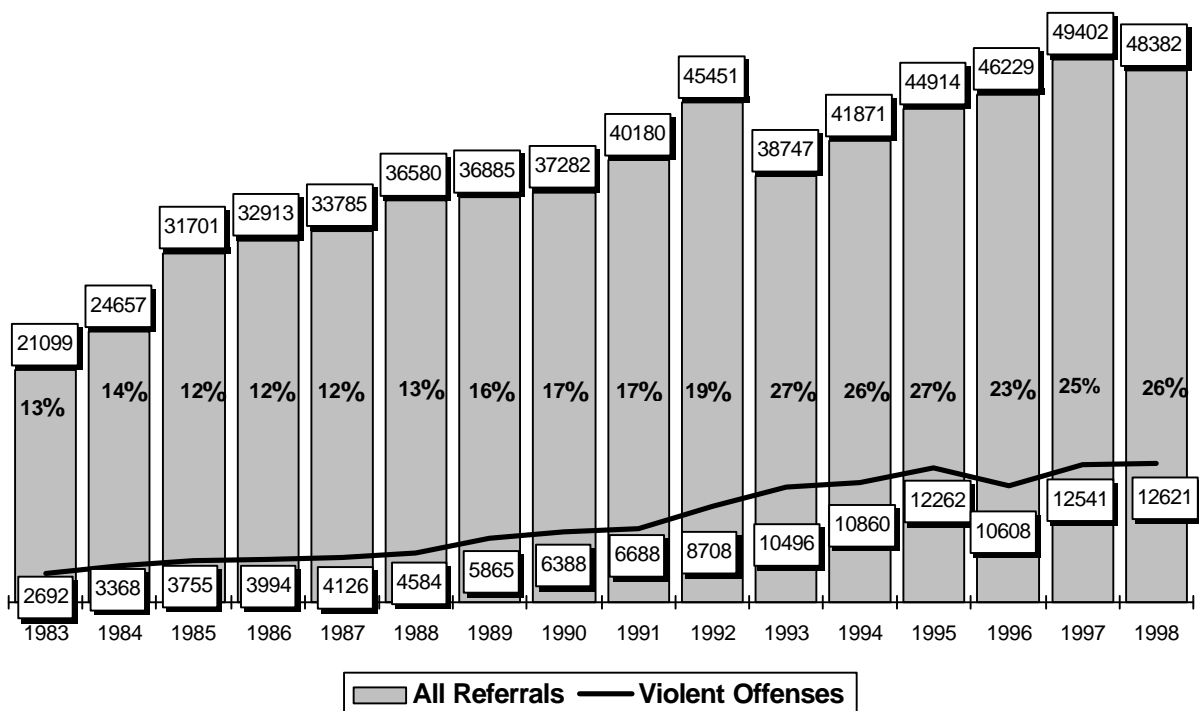
| NUMBER OF REFERRALS |        |
|---------------------|--------|
| Non Offender        | 13,413 |
| Non-Violent         | 36,664 |
| Violent             | 12,621 |
| Status              | 23,749 |

\*1998 Information is the most recent data available.

- Fifty-seven percent of all referrals involved an allegation of violation of Missouri's criminal code.
- Non-violent offenses represent the single largest offense category (42.4%) for all referrals to the juvenile court.
- Violent offenses represented only 14.6% of all referrals to juvenile courts in 1998 and 26% of referrals for law violations.
- Child abuse and neglect accounts for only 15.5% of all the referrals made to juvenile courts.
- The total number of referrals to juvenile courts for law violations increased by 4% from 1995 to 1998.
- Violent offense referrals accounted for 26% of all law violations in 1998 which represents an increase of 3% above their representation of all law violations in 1995.

### JUVENILE COURT REFERRALS Law Violations 1983-1998

**Figure 1a**



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## **TRENDS**

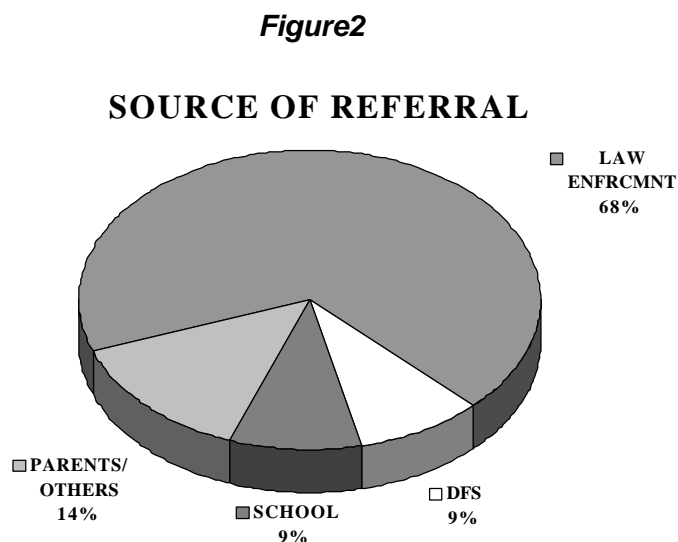
- The total number of referrals for all criminal, status and abuse/neglect categories increased by 9% since 1996.
- Violent offenses increased by 2013 referrals representing a 16% increase in three years.
- Non-violent offenses have increased by 1% since 1996.
- Status offense referrals experienced a .3% decrease since 1996.
- Referrals to juvenile courts for abuse/neglect (non-offenders) have decreased by 16% from 1996 to 1998.
- Overall, since 1996, the increase in violent referrals (16%) is much smaller than the previous increase for violent referrals during the period of 1989 to 1995 (54%). It is possible that, although violent referrals still continue to climb, the dramatic increases observed from 1989 to 1992 may be stabilizing.

## **1996-1998**

- Law enforcement agencies accounted for 68% of all referrals to juvenile courts in 1998.
- The Missouri Division of Family Services and schools accounted for the next highest percentage of referrals for youth (9%) each with the majority of those being abuse/neglect victims.
- All other referral sources accounted for 14% of the referrals made in 1998.

## **TRENDS**

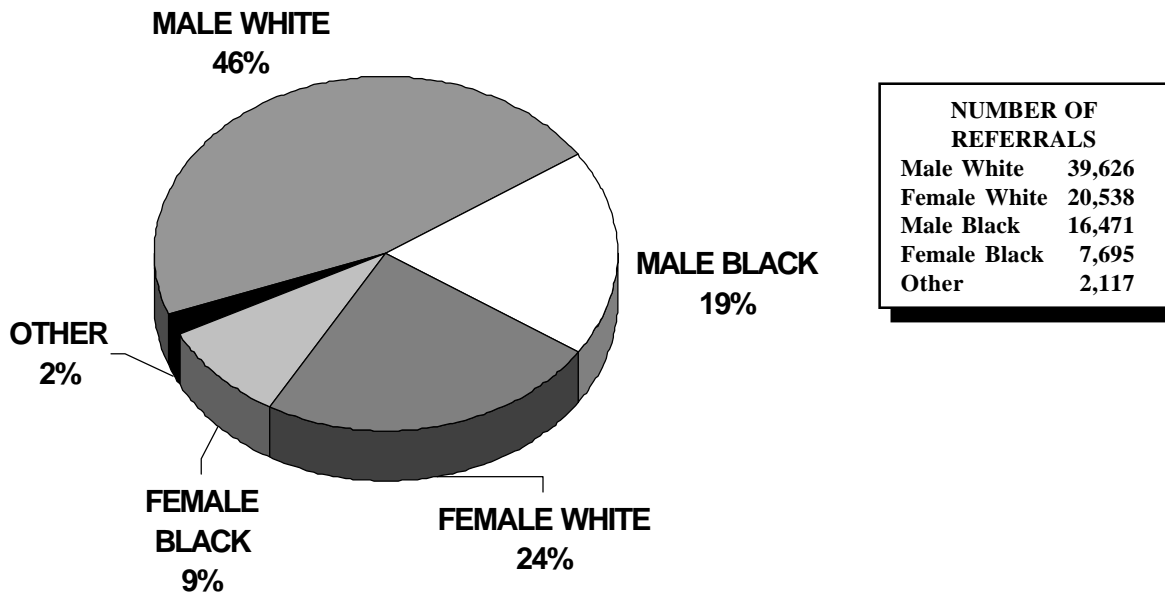
- Law enforcement agencies continue to remain the primary source of referrals to juvenile courts with their percentage increasing over 12% since 1989.
- Other referrals sources have remained fairly constant since 1989 with the Division of Family Services showing a slight decline of 3%.



## DISTRIBUTION OF GENDER & RACE AMONG ALL REFERRALS 1998

**Figure 3**

**Total Referrals: 86,447**



### **1998**

- White youth account for the majority of referrals to the juvenile court (70%). White males, in particular, represent 46% of all referrals in 1998.
- White females represent 24% of the referrals to juvenile court as opposed to only 9% for black females.
- Black females represent less than one out of every ten referrals (9%).
- Other minority youth account for 2% of the referral population.

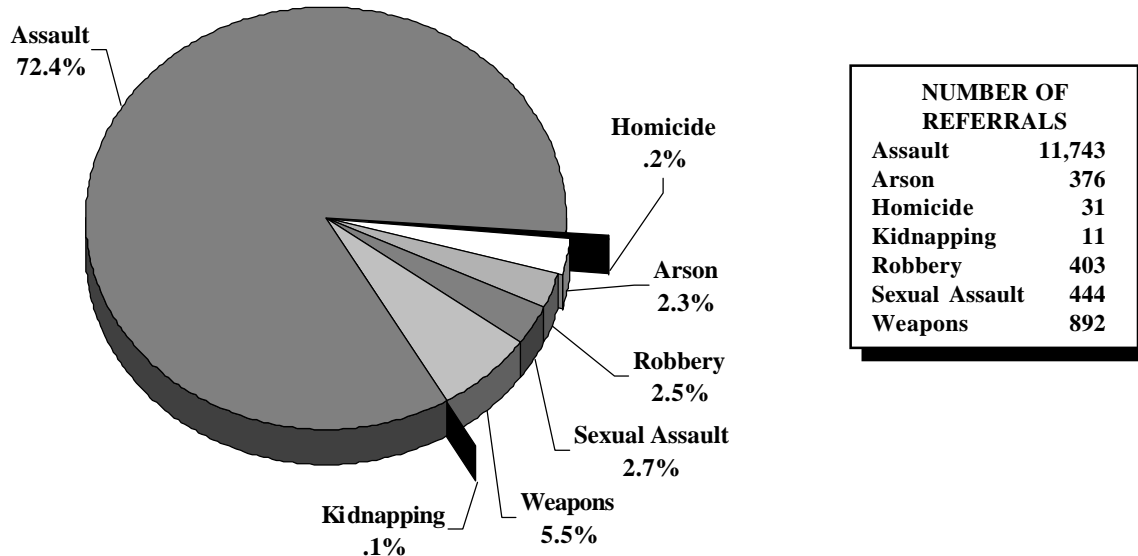
### **TRENDS**

- During the past three years (1996-1998), there has been virtually no change in the distribution of referrals by gender. Males have consistently accounted for 65% to 67% of all referrals to juvenile courts in comparison to 31% to 33% for females.
- Percentage differences have remained only slight for the different races since 1996. The percentage of blacks referred to juvenile court has decreased from 32% to 28% over the last three years. Other minority groups' referrals have decreased by only 1% for this same period. Caucasians continue to represent the majority of all referrals to juvenile courts.



## TYPE OF VIOLENT OFFENSES COMMITTED 1998

**Figure 4**



### 1998

- Assault is the most frequently occurring violent offense (72.4%). However, keeping in mind that assault in the 1st degree is the most serious offense and assault in the 3rd in the least serious offense. When this category is divided into assault in the first, second and third degrees, assault in the 3rd degree constitutes 91% of this category. Assault in the 1st degree accounts for only 4% of all assaults committed. Assault in the second degree represents only 5% of the assaults in 1998.
- Weapons offenses represent the second most frequently occurring category at 5.5% while weapon-related offenses such as robbery account for 2.5%.
- Homicide accounted for only 2.5% of all violent offenses committed by juveniles in Missouri for 1998 and kidnapping represents only .1% of all violent offenses.

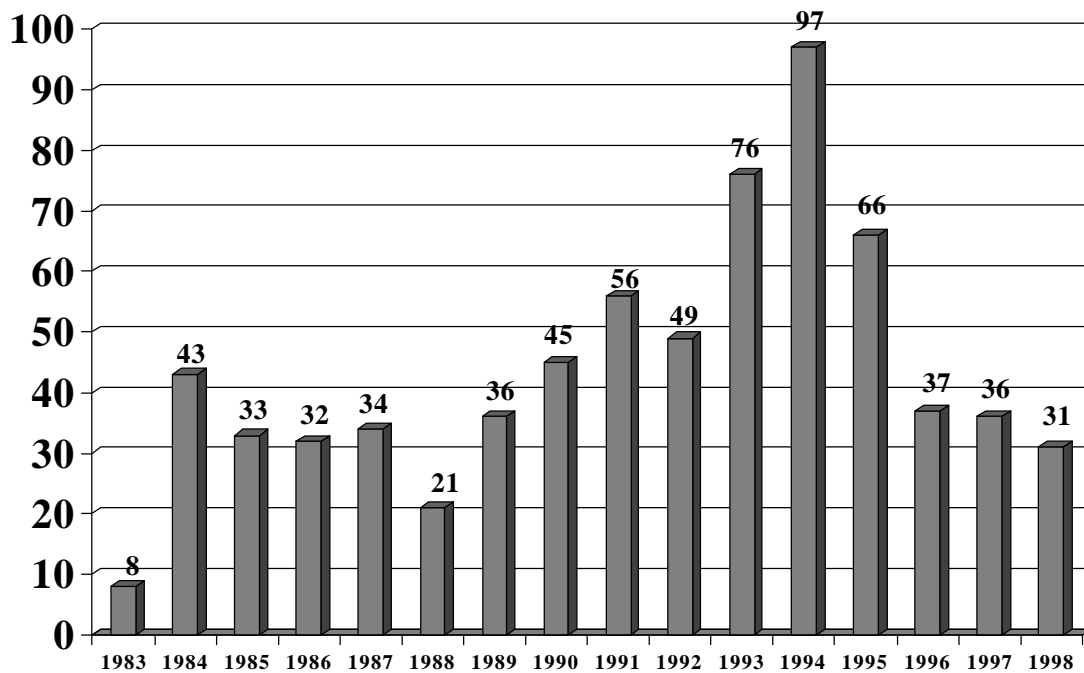
### TRENDS

- The number of violent offense referrals has increased from 10,608 in 1995 to 12,621 in 1998.
- The percentage of all referrals that were for violent offenses has increased 16% since 1996.

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## JUVENILE PERPETRATED HOMICIDES

**Figure 4a**



### 1983-1998

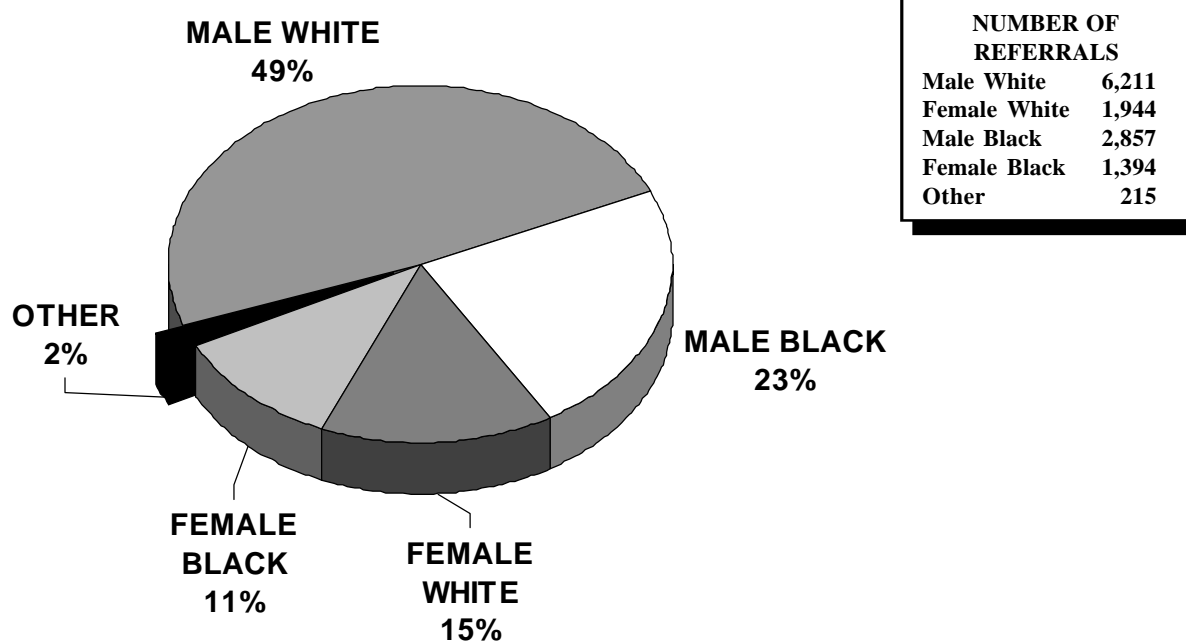
- Homicides account for only a small proportion of violent referrals to juvenile courts; therefore, it is difficult to determine the significance of the fluctuations in homicides from year to year.
- Since 1996, there has been an average of 35 referrals per year for homicides involving juveniles. This is considerably less than the average of 80 homicides per year experienced from 1993 to 1995.
- Homicide referrals have, however, declined from 37 in 1996 to 31 in 1998, with the largest decline experienced between 1997 and 1998.

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**DISTRIBUTION OF GENDER & RACE  
AMONG REFERRALS FOR VIOLENCE  
1998**

**Total Referrals: 12,621**

**Figure 5**

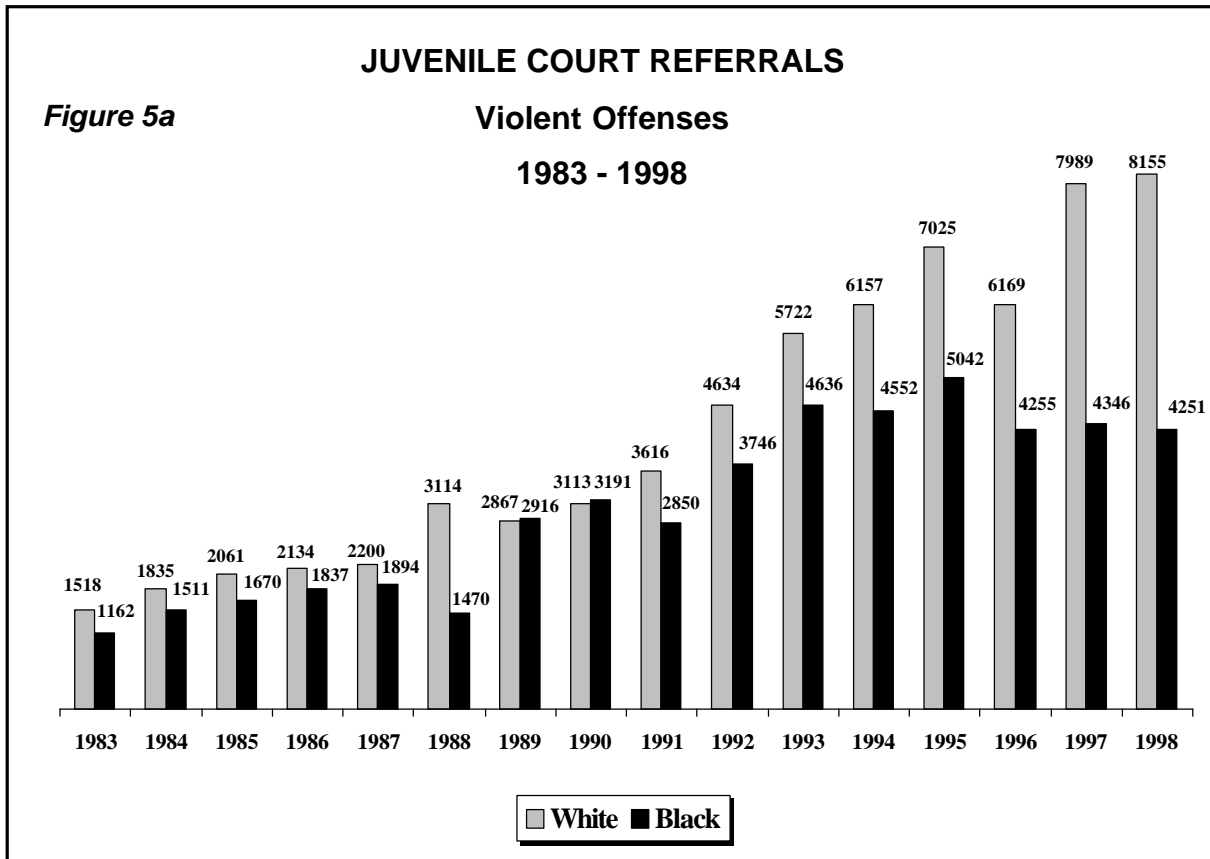


**1998**

- Males were referred for violent offenses at a rate of over three times that of females.
- White youth accounted for a majority of the referrals for violence in 1998 (64%) while black youth represented 34%, three times their percentage of the population.
- White males accounted for 49% of the referrals for violence in 1998, whereas black males accounted for 23%. Similarly, white females represented 15% of the referrals for violence, whereas black females accounted for 11%.

## TRENDS

- Since 1996 the total number of referrals for violence committed by white males has increased 16% and decreased 16% for black youth.
- Violent offense referrals for other non-white groups has decreased almost 15.7% since 1996.



## 1983-1998

- Since 1996, there has been a steady increase in the number of violent offense referrals to juvenile courts by white youth and a decrease by black youth.
- From 1996 to 1998 referrals for violence decreased 16% for black youth and increased 16% for whites.

## 1998

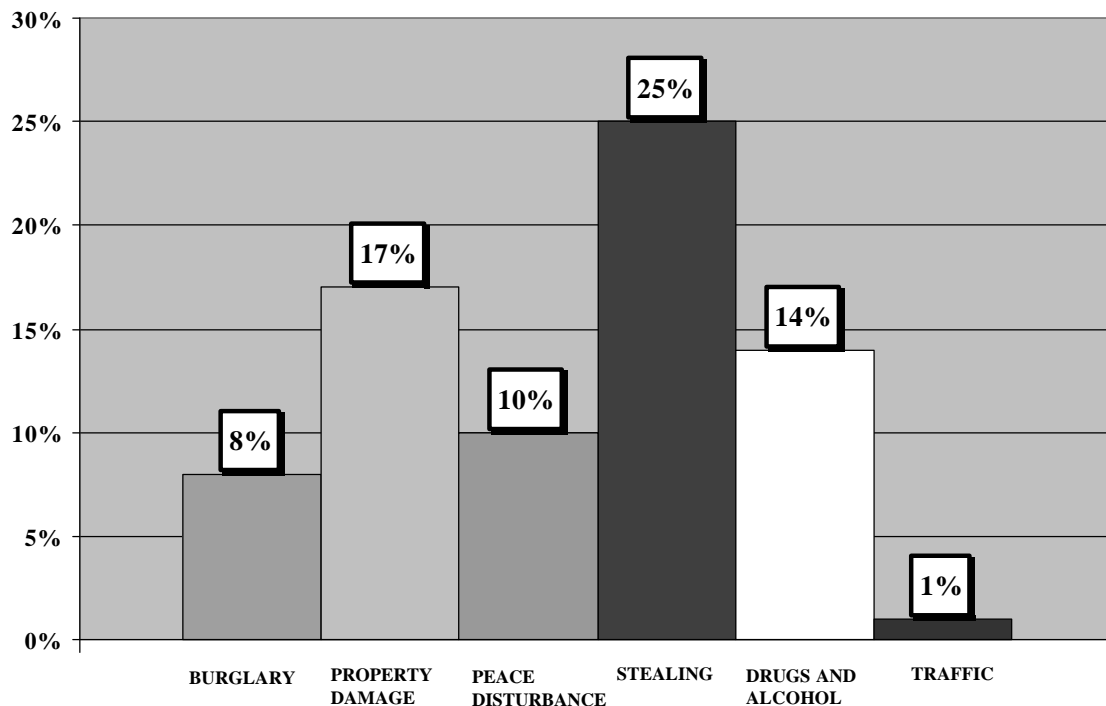
- Stealing was the most frequently indicated crime for those youth referred for non-violent offenses 12,097 (33%).
- While drug and alcohol addictions remain a public concern in Missouri, only 14% of all referrals for non-violent offenses involved drugs or alcohol. Drug and alcohol referrals account for 4% of all juvenile court referrals.

### **TYPES OF NON-VIOLENT REFERRALS**

**Figure 6**

**1998**

**Total Referrals: 36,664**



## TRENDS

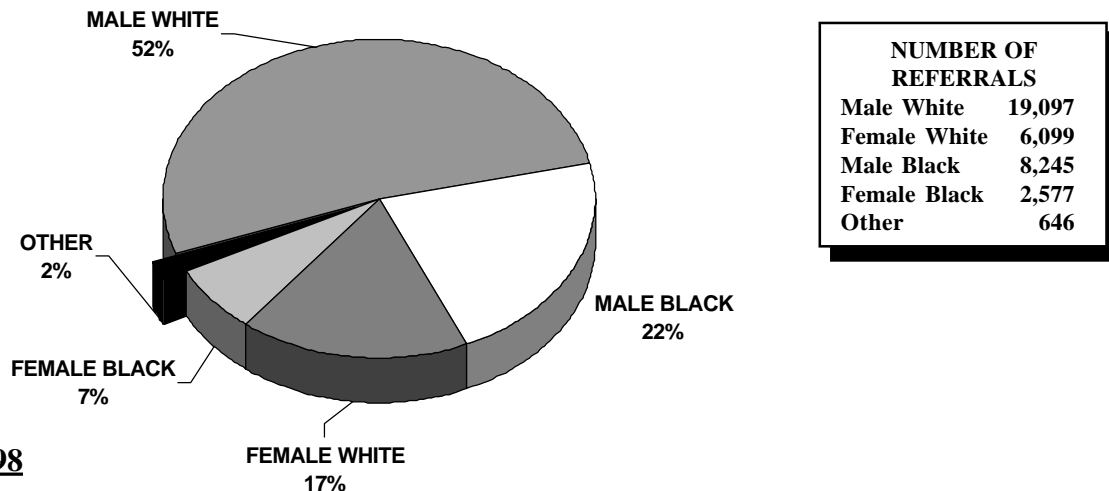
- Referrals for non-violent offenses increased by 1% from 1996.
- The total number of referrals for stealing decreased by 1% since 1996.
- Percentage decreases have been experienced in the offense categories of burglary, property offenses, and other non-violent referrals for the period of 1996 to 1998.

## DISTRIBUTION OF GENDER & RACE AMONG NON-VIOLENT REFERRALS

**Figure 7**

**1998**

**Total Referrals: 36,664**



**1998**

- White males account for just over half of all referrals to the juvenile court for non-violent referrals (52%).
- White females account for more than twice as many non-violent referrals as black females (17% to 7% respectively), yet females of both races account for only 24% of the total number of referrals for non-violent offenses.
- Overall, males account for over three-fourths of all referrals for non-violent offenses (74%).
- Black males referred for non-violent offenses represent 28% of the total black male population under 17 years. White males represented 4% of their total population.
- White females referred for non-violent offenses represent 1% of the total white female population while black females represent 2% of their total population.

### **TRENDS**

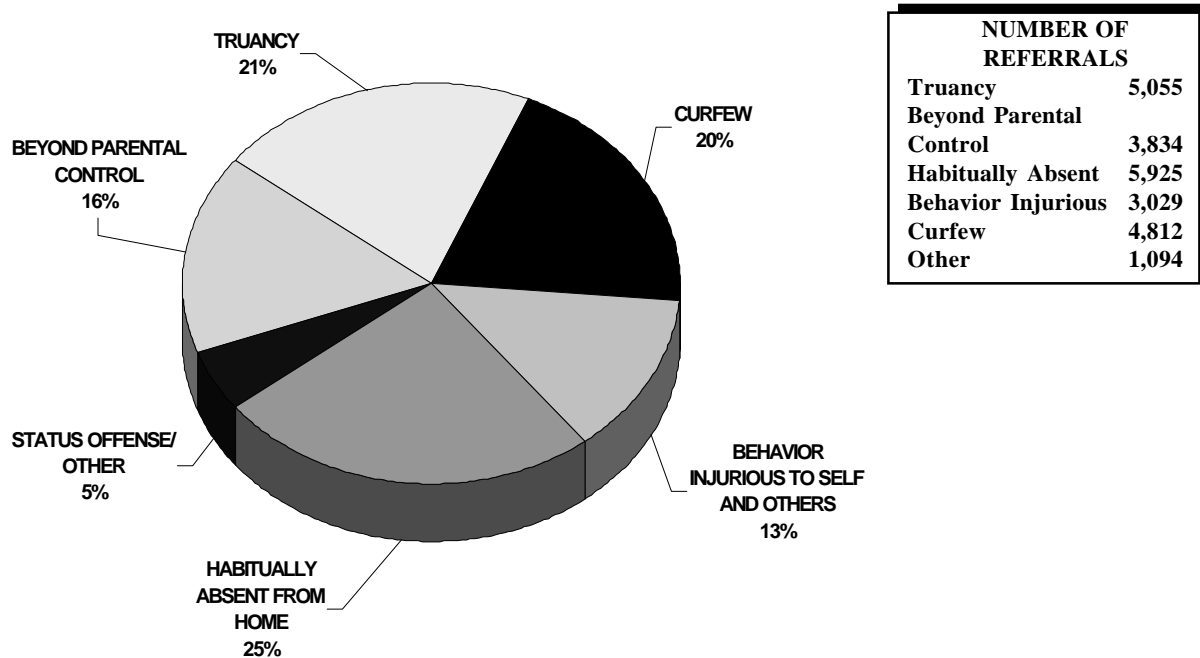
- The number of referrals for non-violent offenses for whites increased by 3% since 1996 and decreased 4% for black youth. This is in direct contrast to the increases experienced by the different races for violent offenses where white youth increased at a greater rate than blacks.
- Referrals for nonviolent offenses for females have increased by almost twice the rate of that for males (females increased 2%, males increased 1%) since 1996. The increase of female offending in this category since 1995 is only slightly higher than the increase for females (22%) from 1996 to 1998.

## TYPE OF STATUS OFFENSES

1998

**Figure 8**

**Total Referrals: 23,749**



**1998**

- Habitually absent from home (runaway) represents one quarter of all status referrals and is the most frequently occurring offense.
- Truancy accounts for the next highest referral category representing 21%, with curfew closely following at 20%.
- Beyond parental control (16%) and behavior injurious to self and others (13%) are the two most infrequent status offenses excluding other status offenses not included in this figure (5%).

### **TRENDS**

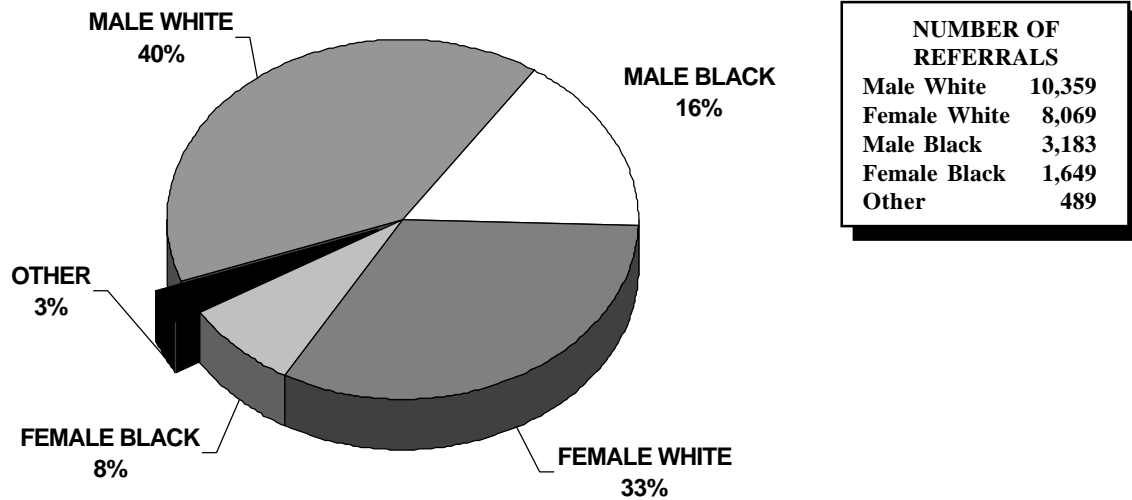
- Status offense referrals stayed relatively the same since 1996.
- Since 1996, the number of status offense referrals for running away has decreased 2%, the number of truancy offenses has stayed at 21% and beyond parental control has increased 1%.

## DISTRIBUTION OF GENDER & RACE AMONG REFERRALS FOR STATUS OFFENSES

1998

**Figure 9**

**Total Referrals: 23,749**



### **1998**

- Status offenses have greater gender parity than any other offense category (56% male and 41% female).
- There is greater disparity among status offender with regard to race (white 78% and black 20%).
- The rate for white males (40%) with regard to status offending is almost three times that of black males (16%). White females (33%) were referred to juvenile court four times more frequently in 1998 for status offending than black females (8%).
- Other minority youth, excluding blacks, represent just 3% of all referrals for status offenses.
- Black youth are represented in status offense categories in percentages that are more compatible to their percentage of the population.

### **TRENDS**

- Overall, since 1996 status offense referrals have decreased by 3%.



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**Table 1**  
**CHARACTERISTICS OF REFERRALS BY TYPE**

**1996 to 1998**

- During 1998, males represented 65% of all referrals to juvenile courts. The overwhelmingly majority of referrals for violent (72%) and non-violent violations (77%) involved male youth. Among status offense referrals, 41% were female. Females accounted for a small majority 51% of abuse/neglect referrals.
- The greater representation of males among law violation referrals parallels the distribution of referrals for 1996 and 1997.
- White youth have maintained their majority in the representation of all referrals to juvenile courts since 1995. Black youth have remained fairly consistent in their representation for all offense categories from 1996 to 1998. Black youth represented 34% of all abuse/neglect referrals to juvenile courts in 1996 and 34% of the referrals of abuse and neglect in 1998.
- Eighty-five percent of all referrals to juvenile courts in 1998 involved children 11 years of age or older. Eleven to 15 year olds account for 67% of all violent referrals, 60% of non-violent referrals, and 67% of status offenses. Youth under the age of six represent the largest category of children susceptible to abuse/neglect referrals. As children age, their chances for abuse/neglect referrals decrease.
- The distribution among referrals by age remained fairly consistent for the period of 1996 to 1998.

**TABLE 1**  
**1998**

|                        | VIOLENT      |            | NON-VIOLENT  |            | STATUS OFFENDER |            | ABUSE & NEGLECT |            |              |             |
|------------------------|--------------|------------|--------------|------------|-----------------|------------|-----------------|------------|--------------|-------------|
|                        | Number       | %          | Number       | %          | Number          | %          | Number          | %          | TOTAL        | %           |
| <b>SEX</b>             |              |            |              |            |                 |            |                 |            |              |             |
| Male                   | 9222         | 73%        | 27804        | 76%        | 13821           | 58%        | 6508            | 49%        | 57355        | 66%         |
| Female                 | 3399         | 27%        | 8860         | 24%        | 9928            | 42%        | 6905            | 51%        | 29092        | 34%         |
| <b>RACE</b>            |              |            |              |            |                 |            |                 |            |              |             |
| White                  | 8155         | 64%        | 25196        | 69%        | 18428           | 78%        | 8385            | 60%        | 60164        | 70%         |
| Black                  | 4241         | 34%        | 10822        | 30%        | 4832            | 20%        | 4261            | 32%        | 24156        | 24%         |
| Other                  | 215          | 2%         | 646          | 1%         | 489             | 2%         | 767             | 6%         | 2117         | 6%          |
| <b>AGE</b>             |              |            |              |            |                 |            |                 |            |              |             |
| Under 6                | 78           | <.1%       | 256          | <.1%       | 246             | <.1%       | 5142            | 38%        | 5722         | 7%          |
| 6 to 10                | 989          | 8%         | 1735         | 5%         | 1001            | 4%         | 3823            | 29%        | 7548         | 9%          |
| 11 to 15               | 8487         | 67%        | 21857        | 60%        | 15887           | 67%        | 3514            | 26%        | 49745        | 58%         |
| 16 & Over              | 3062         | 24%        | 12803        | 34%        | 6603            | 28%        | 929             | 7%         | 23397        | 26%         |
| <b>PRIOR REFERRALS</b> |              |            |              |            |                 |            |                 |            |              |             |
| None                   | 5498         | 44%        | 15721        | 43%        | 12794           | 54%        | 12085           | 90%        | 46098        | 53%         |
| 1 or 2                 | 3570         | 28%        | 10333        | 28%        | 5694            | 24%        | 881             | 7%         | 20478        | 24%         |
| 3 or More              | 3553         | 28%        | 10610        | 29%        | 5261            | 22%        | 447             | 3%         | 19871        | 23%         |
| <b>TOTAL</b>           | <b>12621</b> | <b>15%</b> | <b>36664</b> | <b>42%</b> | <b>23749</b>    | <b>27%</b> | <b>13413</b>    | <b>16%</b> | <b>86447</b> | <b>100%</b> |

**TABLE 1**  
**1997**

|                        | VIOLENT      |            | NON-VIOLENT  |            | STATUS OFFENDER |            | ABUSE & NEGLECT |            |              |             |
|------------------------|--------------|------------|--------------|------------|-----------------|------------|-----------------|------------|--------------|-------------|
|                        | Number       | %          | Number       | %          | Number          | %          | Number          | %          | TOTAL        | %           |
| <b>SEX</b>             |              |            |              |            |                 |            |                 |            |              |             |
| Male                   | 9193         | 73%        | 28557        | 76%        | 12609           | 56%        | 6505            | 49%        | 56864        | 83%         |
| Female                 | 3348         | 27%        | 9126         | 24%        | 9944            | 44%        | 6836            | 51%        | 29254        | 17%         |
| <b>RACE</b>            |              |            |              |            |                 |            |                 |            |              |             |
| White                  | 7989         | 64%        | 25938        | 69%        | 17237           | 76%        | 8239            | 62%        | 59403        | 69%         |
| Black                  | 4346         | 35%        | 11030        | 29%        | 4884            | 22%        | 4353            | 33%        | 24613        | 29%         |
| Other                  | 206          | 1%         | 715          | 2%         | 432             | 2%         | 749             | 5%         | 2102         | 2%          |
| <b>AGE</b>             |              |            |              |            |                 |            |                 |            |              |             |
| Under 6                | 80           | 0.60%      | 242          | 0.60%      | 158             | 0.70%      | 4978            | 37%        | 5458         | 6%          |
| 6 to 10                | 921          | 7%         | 1711         | 5%         | 763             | 3%         | 3748            | 28%        | 7143         | 8%          |
| 11 to 15               | 8294         | 66%        | 22521        | 60%        | 15331           | 68%        | 3683            | 28%        | 49829        | 59%         |
| 16 & Over              | 3243         | 26%        | 13193        | 35%        | 6287            | 28%        | 931             | 7%         | 23654        | 27%         |
| <b>PRIOR REFERRALS</b> |              |            |              |            |                 |            |                 |            |              |             |
| None                   | 5582         | 45%        | 16466        | 44%        | 12107           | 54%        | 11947           | 90%        | 46102        | 54%         |
| 1 or 2                 | 3526         | 28%        | 10703        | 28%        | 5614            | 25%        | 887             | 7%         | 20730        | 24%         |
| 3 or More              | 3433         | 27%        | 10514        | 28%        | 4832            | 21%        | 507             | 3%         | 19286        | 22%         |
| <b>TOTAL</b>           | <b>12541</b> | <b>15%</b> | <b>37683</b> | <b>44%</b> | <b>22553</b>    | <b>26%</b> | <b>13341</b>    | <b>16%</b> | <b>86118</b> | <b>100%</b> |

**TABLE 1**  
**1996**

|                        | VIOLENT      |            | NON-VIOLENT  |            | STATUS OFFENDER |            | ABUSE & NEGLECT |            | TOTAL        |             |
|------------------------|--------------|------------|--------------|------------|-----------------|------------|-----------------|------------|--------------|-------------|
|                        | Number       | %          | Number       | %          | Number          | %          | Number          | %          |              | %           |
| <b>SEX</b>             |              |            |              |            |                 |            |                 |            |              |             |
| Male                   | 7805         | 74%        | 28363        | 77%        | 14026           | 59%        | 6348            | 48%        | 56542        | 67%         |
| Female                 | 2803         | 26%        | 8260         | 23%        | 9774            | 41%        | 6752            | 52%        | 27589        | 33%         |
| <b>RACE</b>            |              |            |              |            |                 |            |                 |            |              |             |
| White                  | 6169         | 58%        | 25072        | 68%        | 16312           | 69%        | 7798            | 60%        | 55351        | 66%         |
| Black                  | 4255         | 40%        | 10919        | 30%        | 6970            | 29%        | 4499            | 34%        | 26643        | 32%         |
| Other                  | 184          | 2%         | 632          | 2%         | 518             | 2%         | 803             | 6%         | 2137         | 2%          |
| <b>AGE</b>             |              |            |              |            |                 |            |                 |            |              |             |
| Under 6                | 64           | 0.6%       | 231          | 0.6%       | 136             | 0.6%       | 5077            | 39%        | 5508         | 7%          |
| 6 to 10                | 737          | 7%         | 1775         | 5%         | 851             | 4%         | 3603            | 28%        | 6966         | 8%          |
| 11 to 15               | 6786         | 64%        | 21704        | 59%        | 15857           | 67%        | 3496            | 27%        | 47843        | 57%         |
| 16 & Over              | 3016         | 28%        | 12898        | 35%        | 6947            | 29%        | 916             | 6%         | 23777        | 28%         |
| <b>PRIOR REFERRALS</b> |              |            |              |            |                 |            |                 |            |              |             |
| None                   | 4445         | 42%        | 16236        | 44%        | 12952           | 54%        | 11821           | 90%        | 45454        | 54%         |
| 1 or 2                 | 3044         | 29%        | 10166        | 28%        | 5638            | 24%        | 846             | 7%         | 19694        | 23%         |
| 3 or More              | 3119         | 29%        | 10221        | 28%        | 5210            | 22%        | 433             | 3%         | 18983        | 23%         |
| <b>TOTAL</b>           | <b>10608</b> | <b>13%</b> | <b>36623</b> | <b>44%</b> | <b>23800</b>    | <b>28%</b> | <b>13100</b>    | <b>16%</b> | <b>84131</b> | <b>100%</b> |

## SUMMARY

Since 1996, referrals to Missouri's juvenile courts have increased by 3%. Changes have occurred in the area of violent offenses which has gone from 12.6% of all referrals in 1996 to 14.6% of all referrals in 1998. Assault continues to account for the over 70% of all violent offenses; however, assault in the first degree accounts for only 4% of this category. Homicide represents only a small proportion (.25%) of all violent referrals. The number of juvenile referrals for homicides have continued to decrease since 1996.

Differences in referral rates for white and black youth continue to be reflected in various categories. White youth continue to comprise the majority of referrals to juvenile courts (70%). Black youth have increased their percentage for all referrals from 24.6% to 33% since 1998 and decreased their percentage for violent offense referrals from 40% in 1996 to 33% in 1998. However, considering their proportion of Missouri's total youth population, they continue to be over represented both in referrals for violence and referrals to juvenile courts overall. In Missouri in 1997, minority youth accounted for 18% of the juvenile population, minorities accounted for 64% of all juveniles detained (1999 National Report Series, Juvenile Justice Bulletin, December 1999).

Males continue to dominate referrals to juvenile courts in Missouri. Males accounted for 65% all referrals to juvenile courts in 1998 and this has remained relatively constant since 1996. Although violent offending continues to be a male dominated activity, females have been increasing their numbers for non-violent offense. While the rate of non-violent referrals for males has decreased by 2%. Females have increased their number of non-violent referrals by 7.3% since 1996 which is almost three

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times the rate of increase for males (2%). In the previous years (from 1986 to 1995) females had also increased the number of their non-violent referrals by 22%. Clearly, female non-violent offending is on the rise.

The age distribution over the last three years continues to suggest that children eleven years of age and older continue to account for the majority of referrals to juvenile courts for law violations and status offenses. Those children under the age of six, however, represent the largest occurring category accounting for abuse and neglect referrals. To this end, resources directed at delinquency prevention should be directed at those children older than eleven and abuse/neglect prevention should assist those children younger than six.

## ***PART II***

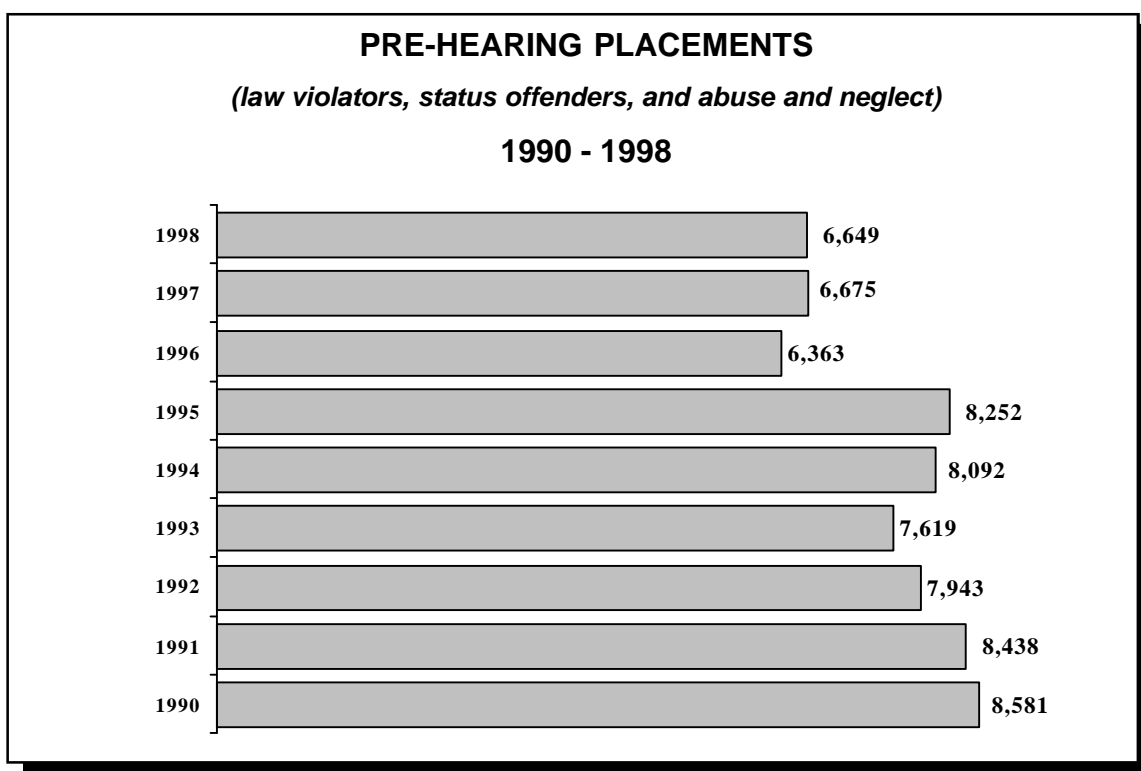
### ***PRE-HEARING PLACEMENTS***

Missouri law and Supreme Court Rule allow the juvenile court to take physical custody of a child prior to a court hearing or determination of the case. The juvenile officer may authorize detention for up to twenty-four hours. Detention beyond twenty-four hours requires a court order from the judge of the juvenile court pursuant to Missouri Revised Statutes section 211.141.3. If detention is ordered by the court for an alleged law violation a detention hearing must be held within seventy-two hours (excluding Saturdays, Sundays, and holidays). If the juvenile is in custody for a status offense, a detention hearing must be held the following day (excluding Saturdays, Sundays, and holidays). Pursuant to Missouri Supreme Court Rules, if a child is taken into protective custody for allegations of abuse and/or neglect, any party may request that the Court hold a hearing to determine if probable cause exists to continue to hold the child in protective custody. Post disposition custody in a detention facility is classified as an out-of-home placement and is presented in Part III.

This part of the analysis generally examines pre-hearing placements by facility type. The data presented has been collapsed into two categories: secure detention and non-secure pre-hearing placement. Missouri Statute defines secure detention as, any public or private residential facility used for the temporary placement of *“any child if such facility included construction fixtures designed to physically restrict the movements and activities of children held in the lawful custody of such facility”* Section 211.063 of the Missouri Revised Statutes. The Missouri Department of Public Safety maintains a list of all facilities and classifies them as secure or non-secure for the purpose of determining compliance with state laws and federal regulations regarding the placement of juveniles.

Non-secure custody would include placements in any other court approved placement including: non-secure juvenile detention facilities; court operated residential facilities; private (for-profit and not-for-profit) residential facilities and foster homes. Placement of juveniles in adult jails and detention facilities is strictly prohibited. Missouri continues to be responsible for monitoring adult facilities to assure compliance with the federal Juvenile Justice and Delinquency Prevention Act.

**Figure 10**



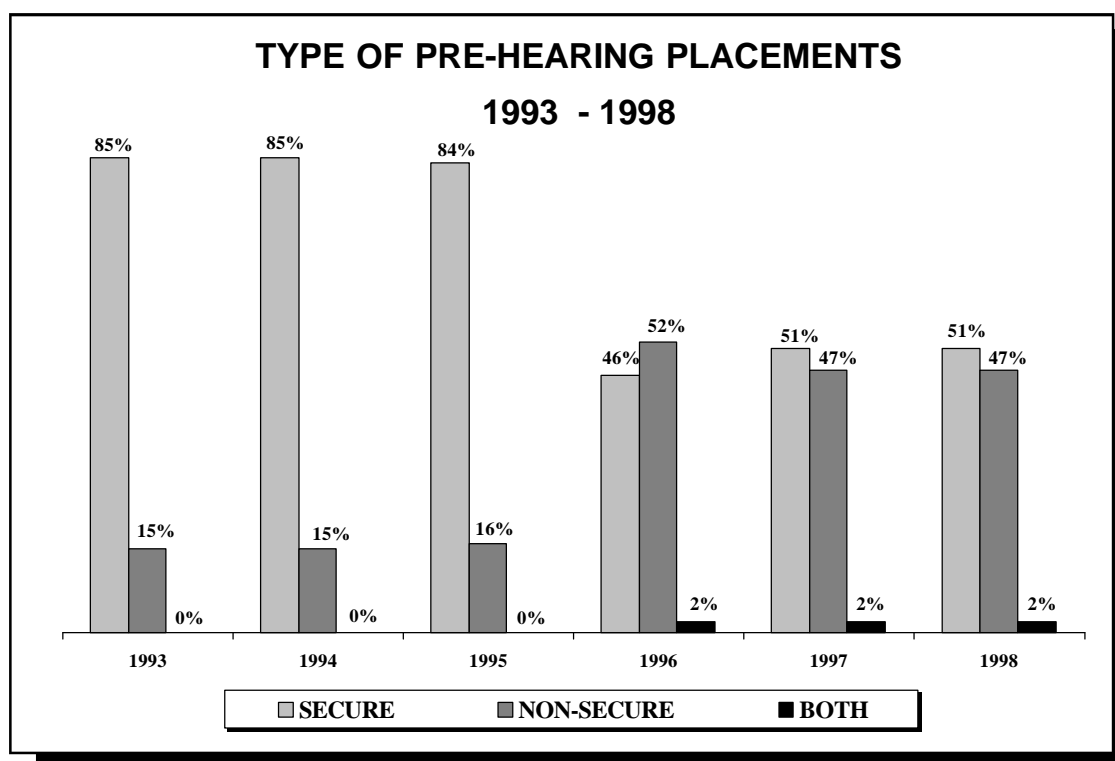
### **1990-1998**

- During 1998, 6,649 of all the cases referred to juvenile courts were placed in a secure or non-secure facility prior to a dispositional hearing in juvenile court.
- Eighty-seven percent of all youth referred to Missouri's juvenile courts in 1998 were not placed out-of-home prior to their disposition hearings.

### **TRENDS**

- The eight year trend for pre-hearing placements shows a decline in the number of children placed out-of-home from 1990 to 1993. The years of 1994 and 1995 brought an increase in the number of pre-hearing placements; however, the total number of children detained still has not reached the high number experienced in 1990.
- An examination of data from 1990 to 1998 reveals a 22.5% decline in the number of pre-hearing placements.

**Figure 11**



### **1993-1998**

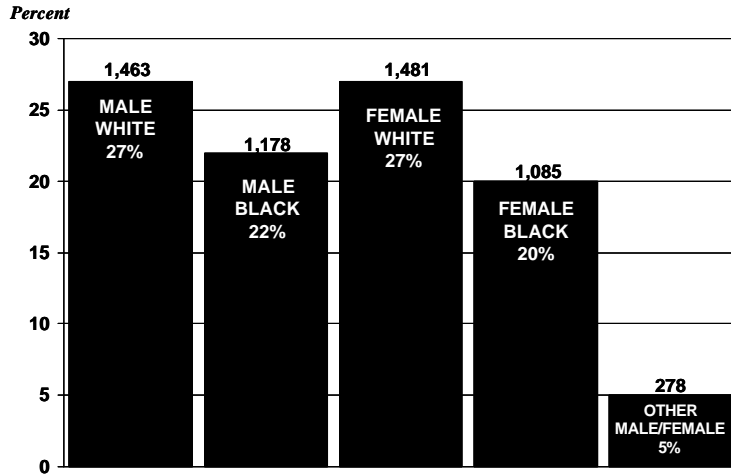
- The majority of pre-hearing placements (51%) for all referrals occurred at a court operated secure juvenile detention facility.
- During 1998, of all youth in prehearing placement, 47% were placed in non-secure facilities prior to hearing. Sixteen percent of these 5,485 juveniles were referred for law violations or status offenses.
- Clearly, youth referred for law violations are more often placed in a secure court operated facility prior to hearing, whereas children referred for abuse and neglect more frequently receive pre-hearing placement in non-secure facilities.

### **TRENDS**

- Placements in secure facilities decreased significantly and placements in non-secure facilities increased from 1993 to 1998.
- The number of referrals receiving pre-hearing placements has remained the same from 1996 to 1998.
- Missouri remained in full compliance with the Juvenile Justice and Delinquency Prevention Act requiring that juveniles be barred from placement in adult jails and lock-ups.

**Figure 12**

**NON-SECURE PRE-HEARING PLACEMENT RATES  
BY RACE & GENDER  
1998**



**1998**

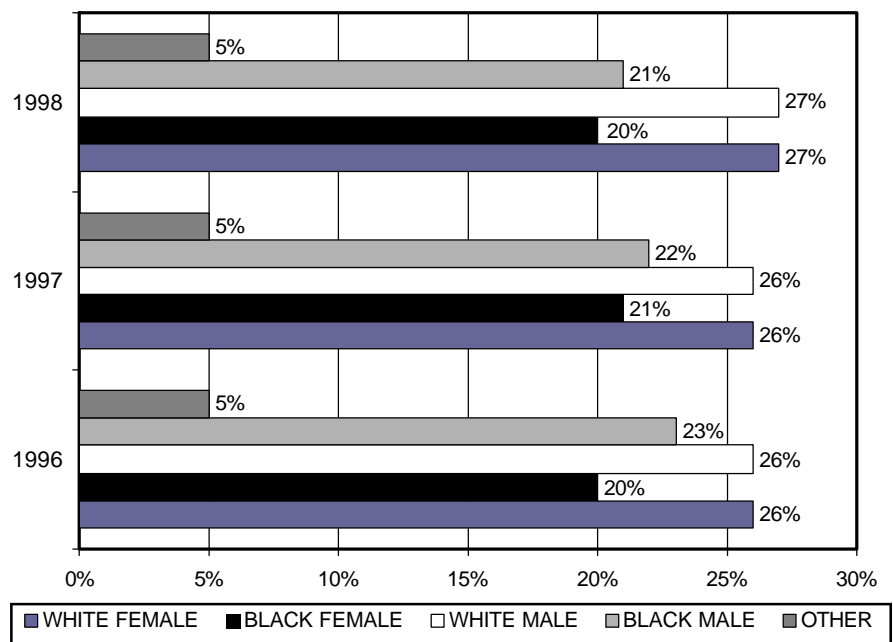
- A slight majority of those cases which received non-secure detention were white (54%).
- White males represented 27% of those receiving non-secure placement prior to their hearings, whereas black males represented 22%. Twenty-seven percent of cases placed in non-secure detention prior to hearing were white females, whereas 20% of the females receiving non-secure detention were black.
- Five percent of all youth placed in non-secure detention prior to hearing were categorized as “other” males and females.

**Figure 12a**

**TRENDS**

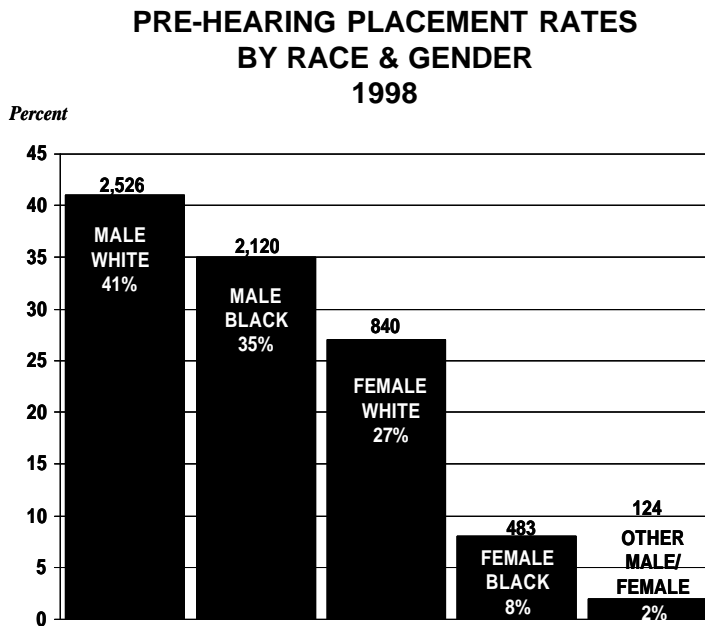
- Non-secure pre-hearing placement rates have remained relatively stable for males during the period of 1996 to 1998
- Black females represented in the non-secure pre-hearing placement rates have remained stable since 1996.

**NON-SECURE PRE-HEARING PLACEMENT RATES  
BY RACE & GENDER  
1996-1998**





**Figure 13**



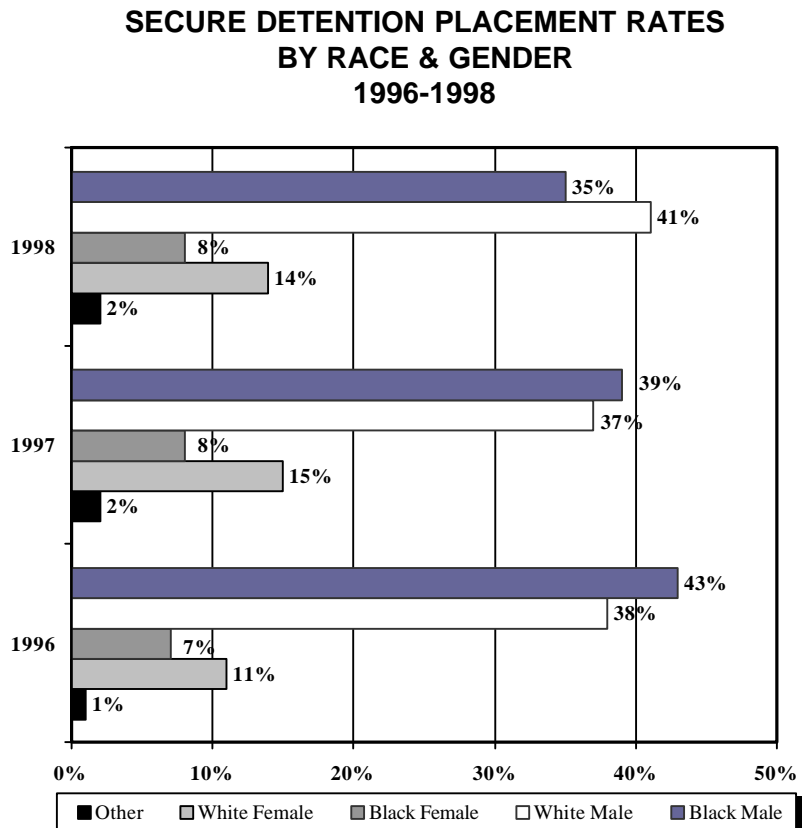
**1998**

- Of those juveniles receiving pre-hearing secure detention, males had a significantly higher rate of secure detention than females (76% to 29% respectively).
- Of those 76% of males placed, there was considerable parity with regard to race. Thirty-five percent of the males detained were black whereas 41% were white.
- Only 35% of those detained prior to hearing in 1998 were female. Of those 1,323 females detained, the majority of them were white (27%), whereas only 8% were black.

**TRENDS**

1. Although 1995 saw greater racial parity between white and black males, during the period of 1996 to 1998, black males continued to experience a greater rate of secure confinement prior to hearing than any other racial/gender group.
2. Since 1990, females have continued to receive secure confinement at much lower rates than males.
3. During the period of 1996 to 1998, blacks of both genders continued to receive secure confinement at higher rates than whites taking their population into consideration.

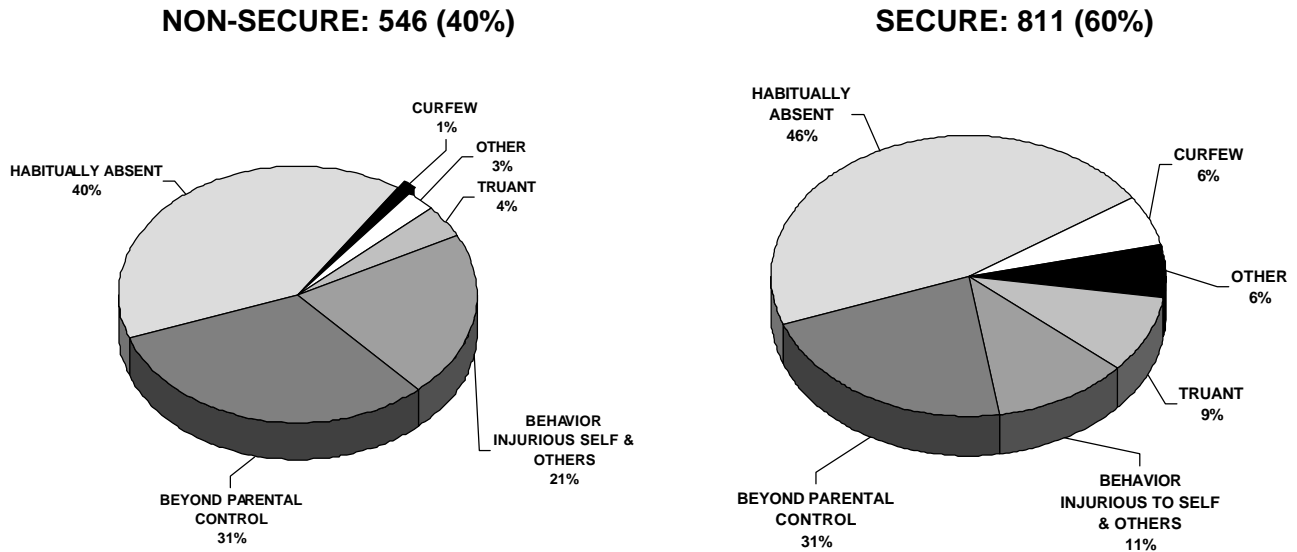
**Figure 13a**



**Figure 14**

**DETENTION BY STATUS VIOLATION  
1998**

**Total Referrals: 1,357**



**1998**

- Secure detention (60%) is used more frequently as pre-hearing placement for status violators than non-secure alternatives (40%).
- In both non-secure and secure pre-hearing placement categories, youth habitually absent from home received placement more often than any other status offense category.
- Five percent more juveniles detained for curfew receive secure, as opposed to non-secure, pre-hearing placement.

**TRENDS**

- Runaways continued to account for the largest single status referral category in secure detention from 1996 to 1998.
- The percentage of runaway youth referred to non-secure pre-hearing placements declined from 1996 to 1998.

## ***PART III***

### ***DISPOSITIONS***

The juvenile courts in Missouri have several dispositional options available to them. The juvenile officer can file a petition and proceed with a court hearing or, with the consent of the child and the parent, make such informal adjustment as is practicable without a petition (Section 211.081 Missouri Revised Statutes). The following is a listing and brief description (where necessary) of the outcomes captured by the Missouri Statewide Juvenile Information System:

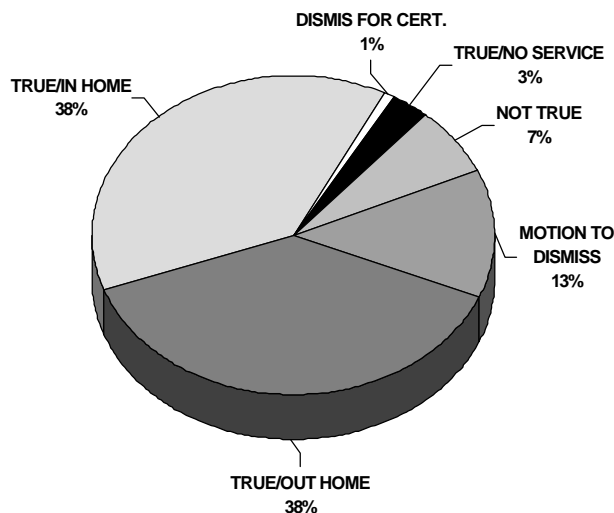
1. Allegation found true (with petition) and juvenile receives out-of-home placement. The juvenile receives a court disposition with custody transfer to another agency or individual. Placement can range from a relative to commitment to the Division of Youth Services.
2. Allegation found true (with petition) and juvenile receives in-home services.
3. Allegation found true (with petition) and juvenile receives no services.
4. Allegation is found not true (with petition).
5. Sustain motion to dismiss (with petition): The court finds that a motion to dismiss should be sustained and the case is closed.
6. Sustain motion to dismiss for certification (with petition): Juvenile court jurisdiction is waived and the case is transferred to criminal (adult) court for prosecution under General Law.
7. Informal adjustment without supervision: No ongoing supervision by deputy juvenile officer.
8. Informal adjustment with supervision.
9. Informal adjustment, no action: A pending intake situation where no petition is filed and no action is taken other than the collection of information. An example is truancy letters.
10. Transfer to another juvenile court.
11. Transfer to another agency (public or private).
12. Referral rejected.

**Figure 15**

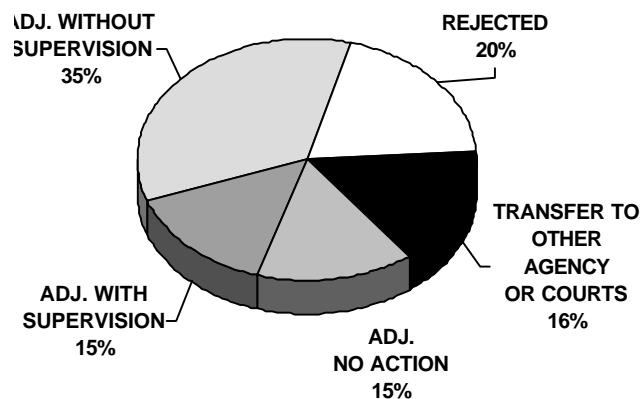
**TYPE OF DISPOSITION  
1998**

**TOTAL: 86,227**

**FORMAL: 18,696**



**INFORMAL: 67,531**



- In 1998 over three-fourths (78%) of all juvenile referrals were handled informally.
- Of the 67,531 cases handled informally, only 15% (19,130) received informal supervision services. The remaining 85% of juvenile referrals were either adjusted without supervision (35%), adjusted with no action (15%), transferred (16%) or the referral was rejected (20%).
- Petitions were sustained for 76% of the 18,696 referrals for which formal processing occurred. One percent of the cases were dismissed for certification. Additionally, 7% of the petitions filed with the juvenile court were found untrue and another 13% are dismissed by motion.
- Following adjudication, youths received in-home services (38%) as well as out-of-home placements (38%) and 588 children (3%) received no services at all.

**Table 2**  
**PERCENT OF REFERRALS PROCESSED FORMALLY**  
**BY TYPE OF CASE 1998**

- Among the cases referred to juvenile courts for violence in 1998, 19% were adjudicated. Males (79%) were adjudicated at a rate of almost four times that of females (21%) for violent offenses.
- 59% of all non-violent referrals with petitions filed in juvenile courts was adjudicated. Again, male (83%) were adjudicated at a rate almost five times that of females (17%).
- Among status offenses for which petitions were filed, 22% received adjudication. Males (61%) were adjudicated more frequently than females (39%).
- For all law violations and status offenses petitioned to juvenile courts, violent referrals had the lowest rate of adjudication at 19%, whereas non-violent referrals received the highest adjudication rate at 59% in 1998.

**TABLE 2**  
**1998**

|                        | <b>VIOLENT</b>            |                               | <b>NON-VIOLENT</b>        |                               | <b>STATUS</b>             |                               |
|------------------------|---------------------------|-------------------------------|---------------------------|-------------------------------|---------------------------|-------------------------------|
|                        | <b># OF<br/>PETITIONS</b> | <b>% OF ALL<br/>PETITIONS</b> | <b># OF<br/>PETITIONS</b> | <b>% OF ALL<br/>PETITIONS</b> | <b># OF<br/>PETITIONS</b> | <b>% OF ALL<br/>PETITIONS</b> |
| <b>SEX</b>             |                           |                               |                           |                               |                           |                               |
| <b>Male</b>            | 1749                      | 79%                           | 5891                      | 83%                           | 1632                      | 61%                           |
| <b>Female</b>          | 479                       | 21%                           | 1191                      | 17%                           | 1041                      | 39%                           |
| <b>AGE</b>             |                           |                               |                           |                               |                           |                               |
| <b>Under 6</b>         | 3                         | 13%                           | 12                        | 52%                           | 8                         | 35%                           |
| <b>6-10</b>            | 36                        | 23%                           | 75                        | 48%                           | 46                        | 29%                           |
| <b>11-15</b>           | 1176                      | 21%                           | 3429                      | 60%                           | 1099                      | 19%                           |
| <b>16 &amp; Over</b>   | 534                       | 16%                           | 2374                      | 70%                           | 479                       | 14%                           |
| <b>PRIOR REFERRALS</b> |                           |                               |                           |                               |                           |                               |
| <b>None</b>            | 553                       | 20%                           | 1557                      | 18%                           | 703                       | 22%                           |
| <b>1 or 2</b>          | 543                       | 19%                           | 1779                      | 20%                           | 731                       | 24%                           |
| <b>3 or more</b>       | 1147                      | 41%                           | 3746                      | 43%                           | 1239                      | 41%                           |
| <b>TOTALS</b>          | 2243                      | 19%                           | 7082                      | 59%                           | 2673                      | 22%                           |

**TABLE 2**  
**1997**

|                        | VIOLENT        |                    | NON-VIOLENT    |                    | STATUS         |                    |
|------------------------|----------------|--------------------|----------------|--------------------|----------------|--------------------|
|                        | # OF PETITIONS | % OF ALL PETITIONS | # OF PETITIONS | % OF ALL PETITIONS | # OF PETITIONS | % OF ALL PETITIONS |
| <b>SEX</b>             |                |                    |                |                    |                |                    |
| Male                   | 1843           | 19%                | 6399           | 66%                | 1493           | 15%                |
| Female                 | 547            | 22%                | 1075           | 42%                | 918            | 36%                |
| <b>AGE</b>             |                |                    |                |                    |                |                    |
| Under 6                | 6              | 9%                 | 38             | 58%                | 22             | 33%                |
| 6-10                   | 38             | 19%                | 109            | 54%                | 54             | 27%                |
| 11-15                  | 1495           | 19%                | 4662           | 59%                | 1778           | 22%                |
| 16 & Over              | 770            | 18%                | 2955           | 66%                | 729            | 16%                |
| <b>PRIOR REFERRALS</b> |                |                    |                |                    |                |                    |
| None                   | 547            | 17%                | 1797           | 59%                | 724            | 24%                |
| 1 or 2                 | 596            | 18%                | 2044           | 59%                | 809            | 23%                |
| 3 or more              | 1166           | 19%                | 3925           | 64%                | 1051           | 17%                |
| <b>TOTALS</b>          | <b>2309</b>    | <b>18%</b>         | <b>7766</b>    | <b>61%</b>         | <b>2584</b>    | <b>21%</b>         |

**TABLE 2**  
**1996**

|                        | VIOLENT        |                    | NON-VIOLENT    |                    | STATUS         |                    |
|------------------------|----------------|--------------------|----------------|--------------------|----------------|--------------------|
|                        | # OF PETITIONS | % OF ALL PETITIONS | # OF PETITIONS | % OF ALL PETITIONS | # OF PETITIONS | % OF ALL PETITIONS |
| <b>SEX</b>             |                |                    |                |                    |                |                    |
| Male                   | 1843           | 19%                | 6399           | 66%                | 1493           | 15%                |
| Female                 | 547            | 22%                | 1075           | 42%                | 918            | 36%                |
| <b>AGE</b>             |                |                    |                |                    |                |                    |
| Under 6                | 5              | 10%                | 34             | 68%                | 11             | 22%                |
| 6-10                   | 32             | 16%                | 119            | 60%                | 47             | 24%                |
| 11-15                  | 1461           | 19%                | 4396           | 58%                | 1719           | 23%                |
| 16 & Over              | 780            | 18%                | 2924           | 67%                | 634            | 15%                |
| <b>PRIOR REFERRALS</b> |                |                    |                |                    |                |                    |
| None                   | 4445           | 13%                | 16236          | 48%                | 12952          | 38%                |
| 1 or 2                 | 3044           | 16%                | 10166          | 54%                | 5638           | 30%                |
| 3 or more              | 3119           | 17%                | 10221          | 55%                | 5210           | 28%                |
| <b>TOTALS</b>          | <b>2309</b>    | <b>15%</b>         | <b>366623</b>  | <b>52%</b>         | <b>23800</b>   | <b>33%</b>         |

**Table 3**  
**PERCENT OF REFERRALS PROCESSED INFORMALLY**  
**BY TYPE OF CASE 1998**

**1998**

- In 1998, 78% of all juvenile referrals were handled informally. When type of referral is compared, the rate of informal handling is higher among nonviolent offense referrals (48%) than any other offense category.
- With regard to status offenses, males (29%) had a lesser rate of informal adjustments than females (48%).
- 48% of non-violent offense referrals received informal adjustments in 1998. Among non-violent referrals, males (53%) once again received informal adjustments at a higher rate than females (39%).
- Among referrals for violence, 53% received some type of informal handling. Males (18%) were again less likely than females (15%) to receive informal handling, but only slightly.

**TABLE 3**  
**1998**

|                        | VIOLENT                         |   | NON-VIOLENT                     |   | STATUS                          |   |
|------------------------|---------------------------------|---|---------------------------------|---|---------------------------------|---|
|                        | # OF<br>INFORMAL<br>ADJUSTMENTS | % OF ALL<br>REFERRALS<br>RECEIVING<br>INFORMAL<br>ADJUSTMENTS | # OF<br>INFORMAL<br>ADJUSTMENTS | % OF ALL<br>REFERRALS<br>RECEIVING<br>INFORMAL<br>ADJUSTMENTS | # OF<br>INFORMAL<br>ADJUSTMENTS | % OF ALL<br>REFERRALS<br>RECEIVING<br>INFORMAL<br>ADJUSTMENTS |
| <b>SEX</b>             |                                 |   |                                 |   |                                 |   |
| Male                   | 7449                            | 18%   | 21828                           | 53%   | 12141                           | 29%   |
| Female                 | 2920                            | 15%   | 7656                            | 39%   | 8857                            | 46%   |
| <b>233</b>             |                                 |   |                                 |   |                                 |   |
| Under 6                | 74                              | 14%   | 235                             | 43%   | 233                             | 43%   |
| 6-10                   | 948                             | 27%   | 1649                            | 47%   | 940                             | 26%   |
| 11-15                  | 6972                            | 18%   | 17662                           | 46%   | 13970                           | 36%   |
| 16 & Over              | 2371                            | 13%   | 9936                            | 55%   | 5843                            | 32%   |
| <b>PRIOR REFERRALS</b> |                                 |   |                                 |   |                                 |   |
| None                   | 4948                            | 16%   | 14106                           | 45%   | 12066                           | 75%   |
| 1 or 2                 | 3024                            | 18%   | 8533                            | 52%   | 4947                            | 82%   |
| 3 or more              | 2397                            | 18%   | 6845                            | 52%   | 3995                            | 30%   |
| <b>TOTALS</b>          | <b>10,369</b>                   | <b>17%</b>  | <b>29484</b>                    | <b>48%</b>  | <b>21008</b>                    | <b>35%</b>  |

**TABLE 3**  
**1997**

|                        | VIOLENT                   |   | NON-VIOLENT               |   | STATUS                    |   |
|------------------------|---------------------------|---|---------------------------|---|---------------------------|---|
|                        | # OF INFORMAL ADJUSTMENTS | % OF ALL REFERRALS RECEIVING INFORMAL ADJUSTMENTS | # OF INFORMAL ADJUSTMENTS | % OF ALL REFERRALS RECEIVING INFORMAL ADJUSTMENTS | # OF INFORMAL ADJUSTMENTS | % OF ALL REFERRALS RECEIVING INFORMAL ADJUSTMENTS |
| <b>SEX</b>             |                           |   |                           |   |                           |   |
| Male                   | 7336                      | 18%   | 22020                     | 54%   | 11118                     | 28%   |
| Female                 | 2887                      | 15%   | 7846                      | 40%   | 8828                      | 46%   |
| <b>233</b>             |                           |   |                           |   |                           |   |
| Under 6                | 74                        | 18%   | 203                       | 49%   | 135                       | 33%   |
| 6-10                   | 881                       | 28%   | 1598                      | 50%   | 708                       | 22%   |
| 11-15                  | 6792                      | 18%   | 17862                     | 47%   | 13542                     | 35%   |
| 16 & Over              | 2473                      | 14%   | 10222                     | 56%   | 5548                      | 30%   |
| <b>PRIOR REFERRALS</b> |                           |   |                           |   |                           |   |
| None                   | 6029                      | 16%   | 14638                     | 47%   | 11371                     | 37%   |
| 1 or 2                 | 2927                      | 18%   | 8649                      | 53%   | 4803                      | 29%   |
| 3 or more              | 2267                      | 18%   | 6579                      | 62%   | 3772                      | 30%   |
| <b>TOTALS</b>          | <b>10223</b>              | <b>17%</b>  | <b>29866</b>              | <b>50%</b>  | <b>19946</b>              | <b>33%</b>  |

**TABLE 3**  
**1996**

|                        | VIOLENT                   |   | NON-VIOLENT               |   | STATUS                    |   |
|------------------------|---------------------------|---|---------------------------|---|---------------------------|---|
|                        | # OF INFORMAL ADJUSTMENTS | % OF ALL REFERRALS RECEIVING INFORMAL ADJUSTMENTS | # OF INFORMAL ADJUSTMENTS | % OF ALL REFERRALS RECEIVING INFORMAL ADJUSTMENTS | # OF INFORMAL ADJUSTMENTS | % OF ALL REFERRALS RECEIVING INFORMAL ADJUSTMENTS |
| <b>SEX</b>             |                           |   |                           |   |                           |   |
| Male                   | 5957                      | 15%   | 21949                     | 54%   | 12527                     | 68%   |
| Female                 | 2344                      | 13%   | 7178                      | 39%   | 8843                      |   |
| <b>233</b>             |                           |   |                           |   |                           |   |
| Under 6                | 46                        | 17%   | 147                       | 54%   | 88                        | 29%   |
| 6-10                   | 604                       | 23%   | 1384                      | 54%   | 604                       | 23%   |
| 11-15                  | 3690                      | 15%   | 12931                     | 52%   | 8017                      | 33%   |
| 16 & Over              | 1614                      | 13%   | 7474                      | 58%   | 3822                      | 29%   |
| <b>PRIOR REFERRALS</b> |                           |   |                           |   |                           |   |
| None                   | 3907                      | 13%   | 14503                     | 47%   | 12229                     | 40%   |
| 1 or 2                 | 2453                      | 16%   | 8188                      | 52%   | 4968                      | 32%   |
| 3 or more              | 1941                      | 15%   | 6436                      | 51%   | 4173                      | 33%   |
| <b>TOTALS</b>          | <b>8301</b>               | <b>14%</b>  | <b>29127</b>              | <b>50%</b>  | <b>21370</b>              | <b>37%</b>  |



**Table 4**  
**COMMITMENTS TO DYS BY CIRCUIT FY 98**

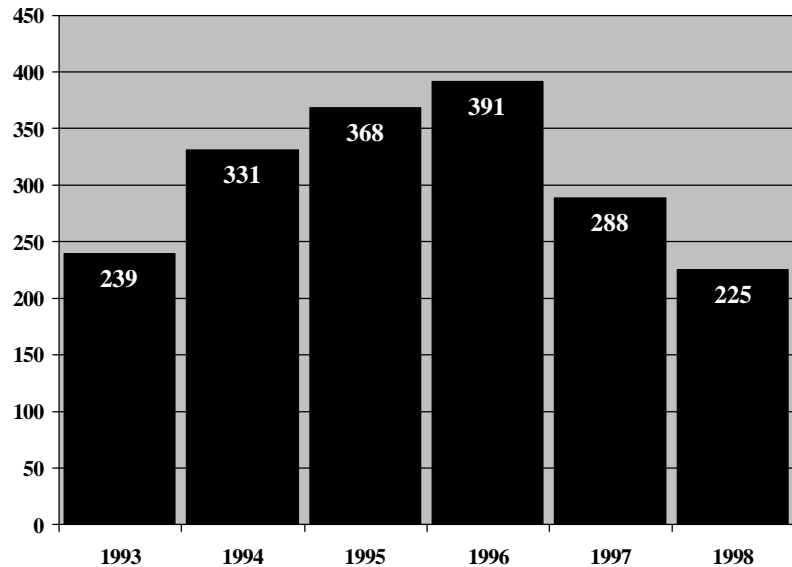
| CIRCUIT | NUMBER COMMITTED | % OF TOTAL | CIRCUIT | NUMBER COMMITTED | % OF TOTAL |
|---------|------------------|------------|---------|------------------|------------|
| 1       | 1                | 0.06%      | 24      | 48               | 3%         |
| 2       | 8                | 0.5%       | 25      | 26               | 1.7%       |
| 3       | 9                | 0.6%       | 26      | 69               | 4.4%       |
| 4       | 0                | 0%         | 27      | 5                | 0.3%       |
| 5       | 20               | 1.3%       | 28      | 35               | 2.2%       |
| 6       | 12               | 0.8%       | 29      | 24               | 1.5%       |
| 7       | 209              | 13%        | 30      | 21               | 1.3%       |
| 8       | 24               | 1.5%       | 31      | 36               | 2.3%       |
| 9       | 0                | 0%         | 32      | 34               | 2.2%       |
| 10      | 51               | 3.2%       | 33      | 22               | 1.4%       |
| 11      | 222              | 14.1%      | 34      | 27               | 1.7%       |
| 12      | 31               | 2%         | 35      | 3                | 0.2%       |
| 13      | 64               | 4%         | 36      | 2                | 0.1%       |
| 14      | 4                | 0.3%       | 37      | 8                | 0.5%       |
| 15      | 7                | 0.4%       | 38      | 13               | 0.8%       |
| 16      | 89               | 5.7%       | 39      | 14               | 0.9%       |
| 17      | 15               | 1%         | 40      | 24               | 1.5%       |
| 18      | 18               | 1.1%       | 41      | 6                | 0.4%       |
| 19      | 29               | 1.8%       | 42      | 16               | 1%         |
| 20      | 26               | 1.6%       | 43      | 8                | 0.5%       |
| 21      | 0                | 0%         | 44      | 5                | 0.3%       |
| 22      | 188              | 12%        | 45      | 39               | 2.5%       |
| 23      | 56               | 2%         | TOTAL   | 1,575            |            |

- In 1998, juvenile court jurisdiction was waived to criminal court for 225 youths. This continues a trend of decreased use of certification for juveniles in Missouri.

- The allegations involved in cases waived to criminal court included a wide variety of felony offenses. The most commonly alleged offense for which waiver occurred was burglary (22%) Either stealing, assault or robbery were alleged in 12% of the cases waived to criminal court. Property damage represents 10% of all cases sent to criminal court, and homicide account for only 7% of the certifications to adult jurisdiction.

**Figure 16**

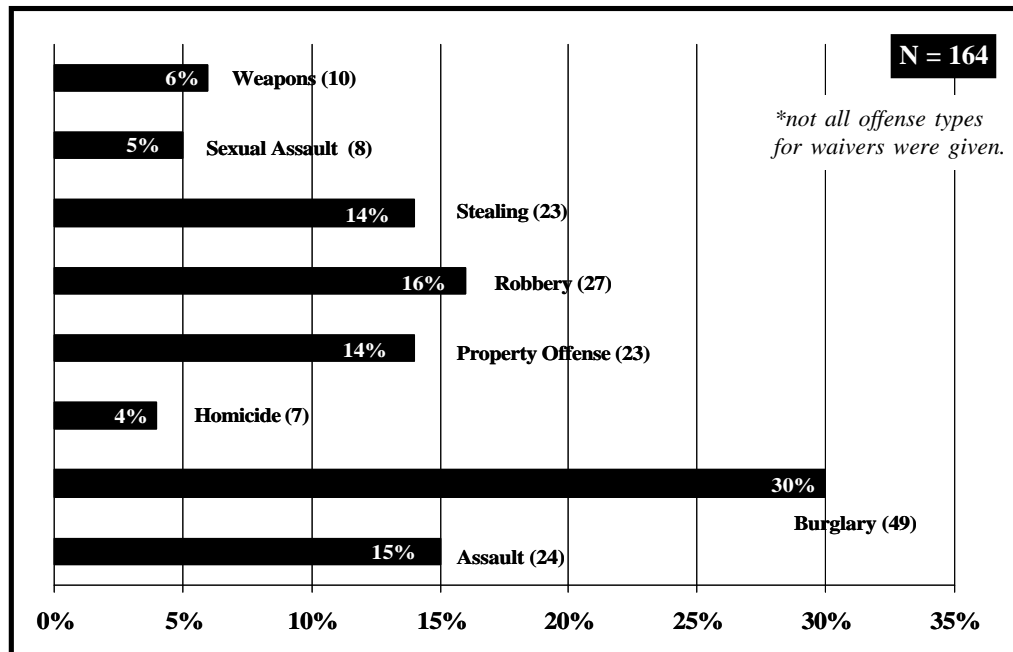
**JUVENILES WAIVED FOR  
ADULT PROSECUTION  
1993 - 1998**



**WAIVERS BY OFFENSE TYPE  
1998**

**Figure 17**

**Number of Referrals**





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## Section 4

# MISSOURI'S YOUTH GANGS: A STATUS REPORT

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*(Comments by Lieutenant Jim Richardson, St. Louis Metropolitan Police Department,  
6th District Watch Commander, North Patrol Division, 4014 N. Union St. Louis, Missouri)*

The National Youth Gang Survey 1998 states that gang activity has extended beyond the inner cities into smaller communities and suburbs. Today's gangs are best characterized by their diversity in ethnic composition, geographical location, organization, and the nature and extent of members' involvement in delinquent or criminal activity. This description of youth gangs is also true of Missouri youth gangs. They exist throughout the state in various stages.

The Missouri trend for youth gangs also reflects the national trend: gang activity is down slightly in urban areas and suburban counties, and rising in rural counties. Missouri gang *sets* number in the hundreds. The number of gang members in Missouri is in the thousands. (Approximately 500 gang sets and about 7,000 gang members reported to the National Youth Gang Council in 1998.)

It is important to define what we are talking about when we use the term *youth gang*. As human beings, we are social in nature. It is normal behavior for youth to seek to belong and *hangout* with friends—to be with their peers. The problem for communities and society is the *criminal street gang*. In Missouri, the *criminal street gang* is defined in statute 578.421 of Missouri Revised Statutes, as “any on-going organization, association, or group of three or more persons, whether formal or informal, having as one of its primary activities the commission of one or more of the criminal acts enumerated in subdivision (2) of this section, which has a common name or common identifying sign or symbol, whose members individually or collectively engage in or have engaged in a pattern of criminal gang activity;....”

Why are youth gangs a problem? Because gang activity is highly associated with criminal activity, extreme violence, drugs and guns. *Gang members are significantly more involved in violence and delinquency* (property damage, drive-by shootings, aggravated assault, robbery, theft, unlawful use of weapons, illegal drug use and sales).

Joining a gang is a process that evolved over time. Reasons for joining a gang include: protection, friends/relatives, to make money and status. Reasons for staying in a gang include: to make money, sell drugs, protection, defend the hood and social. Understanding the gang means understanding the gang culture.

The National Youth Gang Survey also indicates “communities are implementing a combination of prevention, intervention and suppression strategies to address the gang problem. An effective gang program must be based on sound theory and work closely with the juvenile justice system.” Dr. Irving Spergel, Department of Sociology, University of Chicago, suggests “policy and program must be based on appropriate targeting of both institutions and youth, and also place; e.g. when the youth is entering the gang or ready to leave it and/or at the stage the gang problem is developing in the particular institution or community.”

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Appropriate community response to gangs depends on an assessment of the unique assets and needs of each community. What works in one community may not be appropriate in another.

An effective gang strategy should include: assessment of the actual problem(s) and community resources, what types of gang(s)?, who belongs?, why do they belong?; prevention, intervention, graduated sanctions, and suppression; productive alternatives such as pro-social skill building, job training and emotional support.

*\* The above information strictly focuses on Youth Gang activity as opposed to prison or biker gangs. Additionally, the facts presented are not based on all youth gangs in Missouri, only those reported via surveys.*

### **References:**

National Youth Gang Survey 1998

Community Response to Gangs by the Office of Juvenile Justice and Delinquency Prevention

*Life in the Gang* by Scott Decker

## **CONTACT**

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### **Lieutenant James W. Richardson** Biography

Lieutenant James Richardson has an extensive history of Law Enforcement along with advocating on behalf of juveniles in Missouri. Lieutenant Richardson has served 32 years as a commissioned police officer. Currently, he is assigned as a watch commander to the North Patrol Division District 6, St. Louis Metropolitan Police Department. He received his B.A. degree in Elementary Education from Harris Teachers College (1972), and went on to further his education by attending the University of Missouri-Columbia as a graduate of the Juvenile Justice Institute for Law Enforcement. Additionally, he has received training and knowledge from various Academies and Universities. Lieutenant Richardson serves as a liaison for many youth serving organizations. A few of these organizations include the Missouri Juvenile Justice Advisory Group and Youth Opportunities and Violence Prevention Advisory Board. Lieutenant Richardson was one of 55 invitees to participate in the national symposium on the future of juvenile courts in America.

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## Section 5

### SERVICES AVAILABLE IN RURAL MISSOURI COMMUNITIES

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Missouri is an interesting mixture of large cities such as St. Louis and Kansas City, some smaller cities and a large rural area. Of the 45 circuits, each with a juvenile or family court division, some circuits serve as many as five counties. When it comes to dividing funding and resources there are at least two sides: one is that the larger areas have more youth to serve and therefore need more funding while the other is that rural communities generally have less available services and thus need funding to develop programming.

When making grant awards the Missouri Department of Public Safety and the Juvenile Justice Advisory Group is cognizant of the need both in rural and urban Missouri. Grant applications are funded based on a variety of factors including:

- ♦ Demonstration of need;
- ♦ Adequate correlation between the cost of the project and the objective(s) to be achieved;
- ♦ Probability that the project will meet the identified goal(s);
- ♦ Degree of cooperation between the juvenile court, local officials, community groups, and citizens to fulfill goals for the overall success of the project;
- ♦ Demonstration that the applicant agency has identified support and contributions for this project from sources other than Juvenile Justice Delinquency Prevention funds to insure its future success;
- ♦ Demonstration that the applicant agency has met and will continue to comply with all applicable state and federal laws and guidelines;
- ♦ Overall quality of the application.

Many projects in rural Missouri have received Title II funding over the years. A selection of programs currently funded in rural areas include the following:

#### **Helping Overcome Problems Everyday (HOPE)**

##### **The Hope Center, Holden, MO**

After conducting a community needs assessment with participation from schools, businesses, churches, youth organizations, parents and students it was determined that there was need to target the following problems within the Holden and Kingsville School Districts: Academic failure and increased drop out rate, lack of parental supervision, availability of drugs and increased substance abuse by youth ages 13-15, poverty and community involvement.

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In hopes to effectively resolve these problem areas, the programs' objectives are to:

1. Decrease the risk factor of early academic failure by providing an after-school tutoring program;
2. Provide at-risk youth with positive adult role models;
3. Provide drug-free activities for at-risk youth and their families;
4. Decrease juvenile delinquency, teenage pregnancy and substance abuse by providing counseling to at-risk youth and their families; and
5. Increase coalition effectiveness by strengthening collaboration among schools, law enforcement, government agencies, city and county government, and community organizations.

### **2nd Judicial Circuit Juvenile Court, Police Juvenile Officer Project**

Upon recognizing that the community lacked sufficient resources among their law enforcement agencies to provide an adequate response to the juveniles and families who experience delinquency, status and abuse problems, the 2nd Judicial Circuit Juvenile Court set up the Police Juvenile Officer Project. This project serves Adair, Knox and Lewis counties.

The primary goal of this project is to develop and implement a comprehensive and effective approach for investigation of all delinquency and abuse cases by using designated, well trained law enforcement officers who are commissioned and shared by county/city departments which will establish a more directed system of services gaining public trust and improving community safety.

### **Crawford County Sheriff's Office**

The Crawford County Sheriff's Department is dealing with a shortage of manpower resulting in insufficient means to focus on juveniles in that area.

The goal of the program is to improve law enforcement community education and response to juvenile crime thus reducing, diverting, and preventing juvenile crime which in turn reduces re-offending as adults. The program hopes to achieve this goal by: 1) dedicating an officer to the position of law enforcement juvenile officer, 2) improving data collection and tracking of youth taken into law enforcement custody and 3) provide advocacy and support for victims of juvenile crimes etc.

### **Wellsville Police Department: Wellsville Junior Police Corps and Community Betterment Team**

The Wellsville Police Department has reported an excessive amount of juvenile related crimes, increased vandalism and assaults. The community of Wellsville does not have the necessary resources to effectively occupy juveniles idle time.

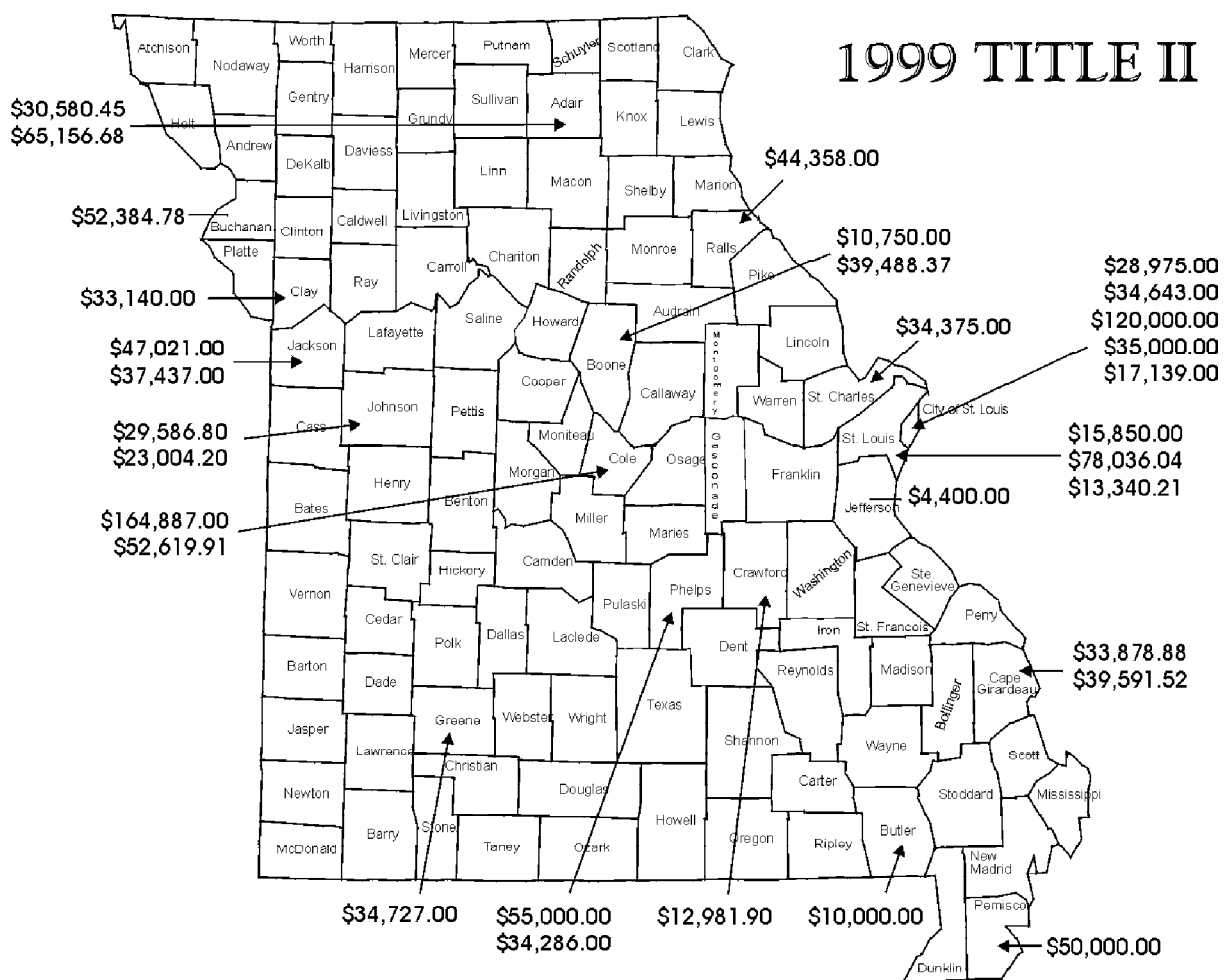
The Wellsville Police Department believes that by establishing a Junior Department and Community Betterment Team, they will have the opportunity to teach the youth some of the morals essential to a strong and law abiding community. They feel that they will be able to form a working relationship with the young people of their town and open the lines of communication. In working to build a better community they will gain respect and pride in what they accomplish and work hard to keep it. The ending result they hope to achieve will be a more law abiding and pleasant community in the development of young leaders for the future of our country.

## Boys and Girls Club of the Bootheel

The target area for this program is the four counties of Pemiscot, Dunklin, New Madrid and Mississippi.

The Program identifies a lack of positive outlets and safe places for youth during the summer months. Youth also lack the appropriate personal safety and life skills which can help them from becoming victims or perpetrators of crime and delinquency. The program has several goals: provide an opportunity for officers and juveniles to positively interact with each other; reduce the number of youth who are referred to or involved with juvenile courts and providing supervised recreational and educational services; increase coping and life skills and decision-making; increase at-risk youth's sense of community and implement Community-Gardening and Community service programs.

For information on all of the currently funded Title II projects please see the map below, and note the numerous projects funded in rural communities.





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## Section 6

# GENDER AND JUVENILE JUSTICE IN MISSOURI

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Historically, males have significantly outnumbered females in referrals and commitments to Missouri's juvenile justice system. However, increasing numbers of female offenders are being charged with violent offenses and are being detained and committed to out of home placements both nationally and in Missouri's Juvenile Justice system. In 1998, 14 females were certified to adult courts and females made up 34 percent of all referrals to juvenile courts in Missouri. Additionally in 1998, 11,751 youth referred were detained prior to hearings, of those youth in secure placement, 22 percent were female and of those youth in non-secure placement, 49 percent were female. Policy, programs and funding requests have traditionally focused on the issues and needs of delinquent and at-risk males. Of the limited programs that currently exist for the female population, many are modeled after programs that serve males or continue to focus on antiquated comportment type issues that are not relevant in addressing at-risk female issues.

Over the past six years, the Missouri Juvenile Justice Advisory Group along with the Missouri Department of Public Safety have worked toward creating a statewide focus on addressing the changes needed to promote effective gender specific programming and implementing policies and practices that prohibit gender bias in juvenile placement, treatment and services. Several large projects have been accomplished in initiating this movement: the Juvenile Justice Advisory Group established a gender subcommittee, two statewide conferences were held via Challenge Grants funded by the Office of Juvenile Justice and Delinquency Prevention in an attempt to educate and promote gender awareness within the juvenile justice system and several gender specific programs have been developed around the state via Title II (formula) grants. In addition, Missouri has been able to host national leaders in the field of gender equity, including Dr. Sharon and Sheila Peters of Green, Peters and Associates, to provide training and technical assistance on several occasions throughout the state.

The first Conference on Females and Juvenile Justice took place in 1997. This conference not only provided the opportunity to begin addressing gender specific issues, it provided the perfect forum to disseminate "Gender and Juvenile Justice in Missouri", a report prepared under the direction of Dr. Kimberly Kempf-Leonard at the University of Missouri-St. Louis. The report was a result of an OJJDP funded Challenge Grant and has been an excellent resource in providing information previously unavailable on juvenile justice processing of females. The second conference, Girls are Unique, was organized by a statewide gender committee with funds provided to the Missouri Juvenile Justice Association, also by way of an OJJDP Challenge Grant. This conference intended to assist persons interested in gender issues in improving and developing programs and services for at-risk female youth. Either as a result of these efforts or simply recognizing the need for such programs, Missouri has been witness to some development and acknowledgment of the need for at-risk female programs. However, as the rate of juvenile female offenders continues to rise, the Missouri Juvenile Justice Advisory Group will continue promoting effective gender specific programming as a state priority. Their commitment is evidenced by sustained funding available to eligible agencies and organizations via Title II (formula) grant programs.

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## Section 7

# MENTAL HEALTH SERVICES IN MISSOURI

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The Missouri Department of Mental Health offers comprehensive mental health services to the children of Missouri. They provide services through the Division of Comprehensive Psychiatric Services, the Division of Mental Retardation and Developmental Disabilities and the Division of Alcohol and Drug Abuse. They also coordinate their services with a number of youth serving agencies in an effort to provide well coordinated, cooperative services.

### **Overview of Mental Health Services for Youth in Missouri**

By Edwin Morris, DMH and Dr. Patricia Carter, DMH

#### **DIVISION OF COMPREHENSIVE PSYCHIATRIC SERVICES**

The Division of Comprehensive Psychiatric Services provides inpatient, outpatient and day treatment services to children through Western Missouri Mental Health Center, Hawthorne Children's Psychiatric Hospital, and Mid-Missouri Mental Health Center. Additionally twenty-five "administrative agents" provide and/or monitor community outpatient services in specific geographic areas across the state. Agents are private, not-for-profit community mental health centers under state contract. These agents serve as the entry point for children needing psychiatric services. "Core" clinics provide screening, referral, outpatient counseling, emergency intervention, hospital aftercare and medications. More developed centers may offer day treatment while full service centers might offer acute hospital services. Residential services are provided at Cottonwood in Cape Girardeau.

#### **DIVISION OF MENTAL RETARDATION AND DEVELOPMENTAL DISABILITIES**

The Division of Mental Retardation and Developmental Disabilities serves persons who have been diagnosed with mental retardation, cerebral palsy, epilepsy, head injury, autism or a learning disability related to a brain dysfunction. These mental or physical impairments must be manifested before the age of twenty-two, be more likely to continue indefinitely and result in substantial functional limitations. The Division's primary mission is to help improve the lives of persons with developmental disabilities through programs and services which enable those persons to live independently and productively, given their individual needs and capabilities.

The Division operates seventeen facilities that provide or purchase specialized services. Eleven regional centers form the framework for the system, backed by six habilitation centers, which provide residential care and habilitation services for more severely disabled persons.

#### **DIVISION OF ALCOHOL AND DRUG ABUSE**

##### ***Substance Abuse Prevention and Treatment for Children and Adolescents***

The Division of Alcohol and Drug Abuse offers services to children and adolescents in Missouri through its contracted Prevention, Family Intervention and eleven (11) Adolescent Comprehensive Substance Abuse Treatment and Rehabilitation (CSTAR) programs with seventeen (17) outpatient

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sites. In developing a strong prevention/early intervention program for children at risk to become substance abusers, the Division attempts to reduce the harmful side effects of substance abuse through its extensive Community 2000 team network. For those adolescents 12-18, treatment is an option if substance abuse or dependence can be identified as problematic. The CSTAR program model is a community-based intensive outpatient model with residential support for those adolescents who need a brief respite from their drug using peers and families. The programs offer extensive parent and family education and counseling to those willing to participate. The programs also offer assistance with linkage to other community resources through community support workers.

The Division of Alcohol and Drug Abuse partners dollars with other prevention agencies around the state of Missouri in an effort to give consistent messages about the risk of substance use and abuse. The Division staff also works to further address the substance abuse problems within client populations being served by multiple state agencies.

## **COORDINATION**

The Department of Mental Health and the Department of Social Services have entered into cooperative agreements regarding the handling of abuse/neglect reports and investigations and on contracting and working with private residential treatment programs. Agreements also exist between the Department and the Division of Youth Services and the Division of Family Services for the provision of psychiatric evaluations and treatment for children from those agencies. Staff from the Departments of Mental Health and Elementary and Secondary Education have been designated to serve as interagency liaisons.

The Missouri Alliance for Youth: A Partnership Between D.M.H. and Juvenile Justice with representation from legislators, juvenile justice, education, public and private mental health, parents, advocacy groups and child welfare was formed in 1997 in response to receipt of a challenge grant through the Office of Juvenile Justice and Delinquency Prevention, the Missouri Department of Public Safety and the Missouri Juvenile Justice Advisory Group. The goal of the grant and the Alliance is to improve coordination between mental health and juvenile justice to better serve youth involved with these systems and advocate for the needs of this population. Achievements have included development of ongoing cross-training, increased access to mental health consultation/assessments, receipt of state funding for demonstration projects and examination of a statewide mental health screening instrument in detention facilities. Future efforts will be directed toward evaluation of service utilization, need and outcomes, as well as family involvement and risk assessment.

The Interagency Council on Alcohol and Drug Abuse, with representatives from Division of Health, Highway Safety, Family Services, Aging, Education, Corrections along with representatives from voluntary organizations, meet monthly to discuss issues pertinent to substance abuse. The Division of Mental Retardation and Developmental Disabilities works on a regional level to identify community needs and avoid duplication of other agencies' efforts. An interagency prescriptive team operates in Jackson County to locate appropriate services for juvenile offenders in that area.

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### **Edwin Morris Biography**

Mr. Morris has an extensive background of education and work experience in the area of Mental Health. Mr. Morris received his Bachelor's and Master's Degree in Education from the University of Missouri-Columbia. Mr. Morris held the position of Supervisor of Therapeutic Recreation Services for Children and Youth at Mid-Missouri Mental Health Center in Columbia, Missouri for ten years and advanced to the position of Director of Therapeutic Recreation and Volunteer Services for three years. Mr. Morris has conducted numerous presentations for a variety of organizations. Mr. Morris is currently pursuing his doctorate degree in School Psychology and also works for the Missouri Department of Mental Health as the Coordinator of Children and Youth Services.

### **Dr. Patricia Carter Biography**

Dr. Carter received her Bachelor's degree in Psychology from the University of Missouri in 1982. She then attended the University of Mississippi where she received her Master's and doctorate degrees in clinical psychology. Dr. Carter began her professional career in 1985 in Tennessee where she was the Treatment Coordinator for the male Adolescent Unit at Western Mental Health Institute and Custodial Designee for the Tennessee Department of Mental Health.

In 1994, Dr. Carter came to St. Louis in her position as Coordinator of Children and Family Community Services at Great Rivers Mental Health Services. Dr. Patricia Carter joined the Missouri Department of Mental Health/Division of Comprehensive Psychiatric Services as Certified Forensic Examiner for Children and Youth Services on May 1, 1997.

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## Section 8

### EXCERPT FROM THE GOVERNOR'S STATE SCHOOLS VIOLENCE REPORT

*(Used with permission)*

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*Upon recognizing the need to identify ways to prevent schools violence, in May of 1999, Governor Mel Carnahan appointed the Governor's Task Force on School Violence. The mission of the Task Force was to collect and compile information, and then make recommendations to the Governor regarding steps that can be taken to prevent violence in Missouri schools. Through these efforts preventative measures were identified to assist schools in preventing and responding to school violence issues.*

*After hearing testimony and reviewing input from across Missouri, the Task Force began the process of identifying the recommendations. Using the information collected and their own experience and expertise, the task force compiled the recommendations contained in this excerpt from the original report provided to you on the following pages.*

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## GOVERNOR'S TASK FORCE ON SCHOOL VIOLENCE REPORT

*Violent acts in our nation's schools over the course of the last few years have gained national attention; although data indicates that schools overall continue to be one of the safest places for children. Extreme acts of violence such as seen in Jonesboro Arkansas, Littleton Colorado, and elsewhere have caused increased fear of violence in communities. Schools have always represented a place for learning and safety for our children. While crime can occur anywhere, society has always been especially sensitive to the needs of children. Recently acts of school violence have involved children as perpetrators. The idea that such violent acts can occur even once is shocking; however, over the past few years the nation has witnessed numerous violent acts in communities across the nation.*

*Recognizing the need to identify ways to prevent school violence, in May of 1999, Governor Mel Carnahan appointed the GOVERNOR'S Task Force on School Violence. The mission of the Task Force was to collect and compile information, and then make recommendations to the Governor regarding steps that can be taken to prevent violence in Missouri schools. Through these efforts preventive measures were identified to assist schools in preventing and responding to school violence issues.*

*The Task Force heard testimony in five communities across Missouri. Public hearings were held in Jefferson City (May 24, 1999), Springfield (June 3, 1999), St. Louis (June 10, 1999), Lee's Summit (June 14, 1999) and Sikeston (June 21, 1999). Because school violence affects the entire community, the Task Force heard from students, teachers, principals, school superintendents, law enforcement, mental health professionals, parents, and juvenile justice professionals. The Task Force also heard testimony from a retired detective who assisted in the investigation of the school shooting in Paducah, Kentucky. In addition, we received a great deal of written information from interested parties from around the state.*

*The information received was extremely valuable to the Task Force. It was apparent that the commitment to preventing school violence is statewide. Common throughout the testimony was the expressed need for increased resources to schools, parental involvement and most of all, communication and collaboration between schools, parents and various agencies.*

*After hearing testimony and reviewing input from across Missouri, the Task Force began the process of identifying the recommendations. Using information collected and their own experiences and expertise, the Task Force compiled the recommendations contained in this report. There are eight broad recommendations, each with subsections. These recommendations are:*

- Provide a secure environment conducive to learning.*
- Increase/enhance parental involvement.*
- Promote community-wide partnerships between schools and other appropriate agencies.*
- Establish violence prevention and follow-up services for children and their families.*
- Limit accessibility of weapons (as defined in Section 571.010 RSMo) to children.*
- Increase the number of qualified school counselors.*
- Provide resources to communities through legislation in response to school violence.*
- Increase, redirect or provide more flexibility in obtaining funding for use by school districts.*

*Obviously there is no simple solution to prevent school violence. School violence is a community problem and must be addressed through active participation from the entire community. Through communication, collaboration, legislation, parental involvement and other measures violent acts in our schools can be avoided.*

*If you would like to review the complete School Violence and/or the School Crisis Response document, it can be found at the following website: <http://www.dps.state.mo.us>.*

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## REPORT FROM THE GOVERNOR'S TASK FORCE ON SCHOOL VIOLENCE

### **Provide a Secure Environment Conducive to Learning**

#### ***A. Clarify the Missouri Safe Schools Act weapons prohibition to include the entire school campus and activities facility (Section 167.117 (2) RSMo.)***

*Concern has been expressed that in some jurisdictions the term school premises, as used in Section 167.117, RSMo includes only the school building. It should be clear that the prohibition on weapons should include the entire school area to include playgrounds, parking lots and school sponsored events.*

\* To accomplish this, legislative action will be required.

#### ***B. Develop a site specific plan based upon the Missouri Model School Crisis Response Plan.***

*Essential to an effective crisis response plan is collaboration/coordination between the school, law enforcement, fire, emergency medical services and other stakeholders such as the media, hospitals, parents and others identified in the Model School Crisis Response Plan. The Model School Crisis Response Plan emphasizes that stakeholders are involved in the development of any response plan; in addition, it stresses the need for drills and exercises of any plan to make it as effective as possible.*

#### ***C. Through a school safety review, communities should review the need for security measures such as:***

- *equipment (cameras, video recorders, door locks, metal detectors)*
- *School Resource Officers, D.A.R.E. Officers, police liaison and school district security/safety personnel*
- *visible student photo ID system*
- *adult hall monitoring*
- *dress code*
- *school uniforms*
- *mesh/clear book bags*
- *dual textbooks*
- *first aid/CPR training for all staff / faculty / students*
- *closed and controlled campus*

#### ***D. Mandate that communication providers provide support to trap/trace incoming telephone and Internet messages when requested.***

*Among the problems faced by school administrators are bomb threats. While every threat must be taken seriously, the majority of alarms are false. False bomb threats cause lost school time, expense and fear. In order to combat these threats, whether real or false, a means to trace/trap the calls is needed. Schools must have the capability to trace/trap threatening phone calls as well as threats received over the Internet. After receiving a threat to the school, a process in cooperation with phone companies and others is needed to identify the caller or caller's location.*



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\* To accomplish this, legislative action may be required or collaboration with service providers may be possible.

***E. Involve communities in monitoring compliance with the Missouri Safe Schools Act.***

*By promoting a clear understanding of the Missouri Safe Schools Act communities can assist schools in compliance with the Act. This can be accomplished by providing parents with a copy (including explanations) of the Act. The general public can be informed about the Act by presentations at meetings (i.e. P.T.A. meeting, school open house, Rotary, Lions and other organizations). When parents and the general public understand the Act, they will be more willing and able to abide by the conditions. An informed public reduces rumors and misunderstandings.*

***F. Revise Section 575.090, RSMo to include weapons of mass destruction.***

*Currently Section 575.090, RSMo covers only false bomb reports (including other explosives). With the increased knowledge and availability of such weapons as chemical/biological agents, it is important to include the words other weapons of mass destruction.*

\* To accomplish this, legislative action will be required.

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## **Increase/Enhance Parental Involvement**

### ***A. Schools should establish a climate conducive to parental participation and involvement.***

*Schools should provide as many opportunities as possible for parents to become involved in their children's school life.*

- *Form or encourage participation in organizations such as PTA/PTO.*
- *Schedule more parent/teacher conferences.*
- *Encourage parents to become mentors within the school.*
- *Encourage parents to volunteer for school related activities.*
- *Utilize parent volunteers rather than (or in addition to) school staff for hall monitoring.*
- *Utilize parents as lunchroom monitors, this will increase parental awareness and assist the school in keeping order.*
- *Increase the number of open houses at the school. More open houses at the school may increase parental awareness and involvement in school life.*

### ***B. Parents should become involved in school activities such as PTA and field trips.***

*While schools should provide the opportunity for parental involvement, the parents must then use the opportunity to be involved.*

### ***C. Parents need to demonstrate respect for teachers and school personnel, and pass this respectful attitude on to their children.***

*Children will often pattern their response to others by examples their parents set. It can be difficult for educators to work with students who do not respect and are encouraged not to respect the educator. Parents who display disrespect for educators make this process even more difficult.*

### ***D. Parents should visit the school on a regular basis.***

*Essential to understanding the educational process of their children is open communication with the school. Parents should be familiar with the school, school officials, teachers and staff and involve themselves in the child's student life. Additionally, by visiting the school the parents may observe behavior that could be warning signs of potential problems with their child. By visiting the school and being involved on a regular basis, parents help their child feel pride and ownership in the school. It also demonstrates to the child that their parents are interested in their well being.*

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***E. Encourage all parents to participate in the Parents-As-Teachers program.***

*Parents-as-Teachers services are offered free to all parents of children from birth to age 5. On average, forty-two (42) percent of families eligible participate in the Parents as Teacher program. Parent educators provide developmental information about a child's growth and development. The link that Parents-as-Teachers provide to schools is the foundation for good working relationships throughout their entire school life. Parents who are connected with Parents-as-Teachers are more likely to be involved in their child's education and place greater value on their child's early years. This bond sets the stage for productive parent-child relationships.*

***F. Strengthen communication between parents and schools to increase parental involvement and awareness in their student's school life.***

*Parents who give and receive regular communication with schools are more likely to resolve problems and concerns in a productive way. Communication includes not only traditional newsletters and mailings, but also conferences, phone calls and direct contact between the school and parents. Parents who are aware of the school's activities, expectations, and goals are more involved in supporting a safe environment.*

*A natural progression from the Parents as Teachers program takes place when districts participate in Practical Parenting Partnership (PPP). This program stresses parent education that is offered through the school and provides the family of school age children with resources and techniques.*

*This program also strives to involve the whole community in providing optimum growth opportunities for children.*

*One hundred sixty-two (162) of the 524 districts in Missouri currently subscribe to the Practical Parenting Partnership. The program management is funded through DESE Professional Development Grants and Federal funds. School Districts are required to pay a fee for training. PPP offers a multitude of workshops among which include:*

- 1. Healthy Minds and Healthy Babies, a method to assist schools, parents and communities in helping students make wise choices to achieve optimal well-being.*
- 2. Home-School Communication, this training provides activities that explore ways schools can make vital connections with families.*

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***G. Parents should make an effort to know where their children are at all times what their activities are and be accountable for their children.***

*Knowing who a child's friends are and what they like to do, may provide a parent with a tremendous advantage in preventing activity that could be unsafe for their child or fellow students. Particular attention should be paid to children's activities on the Internet. In today's society, both parents must work in many cases, therefore there are many more latchkey children. It is important that all parents keep an open line of communication with the child and the school in order to identify problems and to prevent problems from escalating. Parents should be supported by training and social supports. Early identification of potential problems can be achieved when communication occurs between the school and parents regarding suspicious writings or activities are observed.*

*Many threats of or acts of violence result in substantial costs to the school district and others. Efforts should be made to hold children and their parents accountable for the costs of such acts.*

***H. Educators must be parent and child-friendly (child centered); school employees must demonstrate respect for all parents and students.***

*Through mutual respect between teachers, parents and students trust can be developed in the student. This in turn may discourage anger directed at fellow students, faculty and parents.*

*It is important that educators display a friendly and child-focused demeanor. They should make the students and parents feel at ease, important and respected.*

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**Promote Community-wide Partnerships Between Schools  
and Other Appropriate Agencies**

***A. Expand Caring Communities model to more school sites (PK-12) and to include more agencies.***

*The Caring Communities model promotes collaboration and partnerships between schools, communities, families and service agencies including state government programs. This model should be expanded to more schools to strengthen the involvement of service agencies, the community and families in student's lives. The cornerstone of this model is early prevention and intervention. Programs involving multiple systems that impact children such as schools, families, community agencies, the faith community and others have shown success in promoting resilience among children and preventing violence. The departments of Elementary and Secondary Education, Mental Health, Health and Social Services and Industrial Relations work together on this project.*

*Currently, we have only 100 sites within only 30 school districts (out of 524). This program could provide a vehicle for ensuring success with our youth if expanded throughout Missouri.*

*The Department of Public Safety is currently not included in the Caring Community effort. Their inclusion may bring programmatic resources in the areas of prevention, domestic violence and victims services into the resources available under this model.*

***B. Develop a team within the school consisting of appropriate school personnel, community agencies, and individuals to support students and families who need help.***

*Through a team approach, assistance can be provided to a student (or their family) that may assist the student in their academic efforts. For example, there might be a student whose mother is the victim of domestic violence; through a team approach, assistance may be provided to assist the family. The assistance may include arrest of the abuser, counseling for the family and temporary shelter if needed. By stopping the cycle of violence in the home of the student, the team may be preventing the chance of the violence from one student's home spreading into the school.*

*This team would work together to address school safety issues and community involvement and involve such groups as:*

- police agencies*
- school counselors and other appropriate school personnel*
- social workers*
- mental health professionals*
- juvenile justice professionals*

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**C. Expand school/business partnerships to enhance school safety issues such as:**

- Problem solving
- Mentoring

*Through partnerships between schools and businesses, students can be exposed to positive role models, receive guidance and learn essential lessons in being successful. In some instances schools receive technical and financial assistance through such partnerships. Positive interaction between members of the business community and students may provide students an opportunity to learn to solve their problems without resorting to violence.*

**D. Place more social workers, psychologists and mental health workers into schools.**

*More professionals are needed to provide students and staff with resources to assist with the emotional needs of students. Many schools have too few of these professionals and they are unable to monitor students on an individual basis.*

**E. Increase police agency presence and involvement in schools.**

*An increased presence of peace officers in the schools can have a two-fold positive effect. The actual presence of peace officers can provide a feeling of security to students, faculty and staff. Secondly, with the right type of peace officer (as through School Resource Officer programs), the officers and students learn to break down barriers that normally exist between police and youth. The officer can become someone the students can talk to about such matters as conflict management and problem solving.*

**F. Use the expertise of mental health professionals and other appropriate agencies and individuals to train school personnel and parents on how to prevent/respond to violence.**

*In some homes and schools, parents and educators fail to respond effectively to early signs of potential violence. This in large part may be due to a lack of understanding as to what action could be taken.*

*Changes in behavior can be early warning signs of a troubled child. Mental health professionals can assist in educating parents, educators and others involved with the child about symptoms that require special attention. The involvement of professionals and the training of key personnel can help ensure that appropriate services are made available. The involvement of professionals can result in workshops and clinics for parents and school personnel on subjects such as dealing with conflict, development of crisis plans, etc.*

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***G. Collaborate with early care and education providers to teach appropriate strategies for social skills. (Getting along with each other).***

*If children are able to learn how to be polite and how to deal with negative feelings they may be more able to succeed later in life both socially and professionally. Proper training in this area can also prepare children for future challenges such as dealing with anger.*

***H. Improve reporting by law enforcement to school officials of violations detailed in The Missouri Safe Schools Act for students age 17 and over.***

*Currently there is some confusion on the part of school administrators and law enforcement regarding the type and extent of information they can share regarding students.*

*Efforts should be made to clarify the Missouri Safe Schools Act as it relates to the exchange of information between police agencies, the courts and schools. Some students are under the jurisdiction of juvenile courts while some other older students are adults as the law applies. Close coordination between the school and police agencies can facilitate the proper exchange of information between those parties. The identification of a coordinator for the school and the police agency can promote a close working relationship and improve the communication between those groups.*

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## **Establish Violence Prevention and Follow-up Services for Children and Their Families**

***A. Provide continuous life skill, conflict management and ethics training for students (PK-12), school personnel and families.***

*By providing these skills, people will have a better understanding of how to successfully interact with others and how to handle conflicts. It could also help instill the principles of ethics. With these attributes, possible violent situations may be avoided.*

***B. Fully implement Missouri's violence prevention curricula.***

*Schools play a fundamental role in the communities' response to violence prevention. This is true not only because of the role schools can play in the lives of children and families, but also because it is one of the places that children may be victimized.*

*The components of the curriculum are:*

- 1) Discipline*
- 2) Conflict Resolution*
- 3) Abuse (Physical, Emotional and Substance)*
- 4) Anger Management*
- 5) Positive/Negative Peer Relationships*
- 6) Citizenship Education*

***C. Utilize the Show-Me Standards as outlined in Section 160.514, RSMo.***

*Many of the Show-Me Standards deal with issues related to violence prevention. Schools are encouraged to integrate these standards into their existing curriculum.*

*The Show-Me Standards emphasize problem-solving, decision-making and thinking. The violence prevention curriculum is closely connected to teaching children strategies for resolving conflict without force. The same concepts embedded in the Show-Me Standards are vital to violence prevention. It is critical that school districts incorporate the Show-Me Standards that deal with problem-solving in all academic pursuits.*

*The Missouri Prevention Curriculum Framework should be aligned with the Show-Me Standards.*

- Examples of teacher lesson plans which indicate the appropriate Show Me Standards should be included as resource materials.*
- Teachers need to integrate the Violence Prevention Skills Framework into their already existing curriculum. Students learn from observing the behavior of others. It is essential that teachers and other key personnel (counselors) know the skills they expect students to master and model them appropriately.*



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*The Show-Me standards are blueprints by which local districts may write a challenging curriculum to help all students achieve maximum levels of performance. These same standards should be used in implementing components of Missouri violence prevention curricula.*

*There are four goals:*

**Goal 1-***Students in Missouri public schools will acquire the knowledge and skills to gather, analyze and apply information and ideas.*

**Goal 2-***Students in Missouri public schools will acquire the knowledge and skills to communicate effectively within and beyond the classroom.*

**Goal 3-***Students in Missouri public schools will acquire the knowledge and skills to recognize and solve problems.*

**Goal 4-***Students in Missouri public schools will acquire the knowledge and skills to make decisions and act as responsible members of society.*

*The Show-Me goals provide the map to teaching our children how to gain the right information, how to analyze and apply that information, how to communicate effectively, how to recognize and solve problems and how to become responsible members of society.*

**D. Add the element of consumption to the offense of possession of an illegal substance include offender treatment as part of adjudication.**

*Currently students may come to school (or other places) under the influence of alcohol or other drugs but because they were not observed consuming the drugs little or no action can be taken. By making it possible to charge possession of illegal substances by consumption, schools and law enforcement have more options in dealing with the problem.*

*Often violent or illegal acts of students or juvenile are committed under the influence of drugs or alcohol. Currently little action can be taken unless the person is observed consuming the drug. Being able to charge possession by consumption would allow schools and law enforcement to have some authority in dealing with, or avoiding, possible problem situations.*

*At the present time possession by consumption can only be charged in cases where driving of a vehicle is involved under the Zero Tolerance law. Expansion of this tool would provide law enforcement and educators with options to deal with students in situations where alcohol or other drugs are being used by students.*

*\* To accomplish this, legislative action will be required.*

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***E. Initiate/expand programs that teach respect for self and others as well as tolerance for diversity.***

*Teaching others the importance of respect will help give students a sense of self worth and appreciation for the value of life. Communication and reinforcement of clear, consistent norms about behavior such as respect, has shown success in preventing violence. Many violent acts are committed by those with little value placed on life as a whole.*

***F. Promote services for the appropriate emotional development of all children.***

*If children's emotional development is made a priority at a young age, hopefully many problems can be detected and dealt with before more dangerous actions can occur.*

***G. Promote a student directed anti-violence message by giving students skills and opportunities to use their skills in such areas as:***

- *peer mediation*
- *conflict resolution*
- *anti-violence clubs/anti-drug clubs*
- *safety patrols*

*Using peers as a resource for discussing various problems sends a message that fellow students are concerned and willing to help. It could also be a way to compile useful suggestions.*

***H. Provide more opportunity for all students to be recognized by, and connected to, their school's community taking into consideration and recognizing:***

- *school attendance*
- *academic success*
- *peer pressure*
- *student population*
- *gang activity*
- *teacher attitude/expectation*
- *alcohol and other drugs*
- *violence*
- *opportunity for student involvement*
- *parent involvement*

*If school and the community stress the importance of these issues and encourage student participation in promoting positive ideas and dealing with the problems, many students may have greater opportunities for positive involvement in the school and the community.*

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***I. Provide opportunity for more interaction between faculty/students; including more positive role models.***

*For many children, educators may be the best possible source for a positive role model. It is important that students have the opportunity to interact with positive role models to provide the guidance, hope and encouragement to succeed.*

***J. Provide risk-free opportunities for students and parents to report potential safety threats. Schools and communities should consider:***

- *Toll-free hot lines*
- *Drop box (A drop box is a means by which students may drop in notes with concerns or suggestions. The drop box provides a means for students to report problems while remaining anonymous.)*
- *Community collaboration/crime tip hot lines*

*Efforts are currently underway to establish a statewide, toll free hotline to promote notification to schools of potential problems.*

*There are times when either a parent or a student receives information that could diffuse a potential violent situation, however they do not report the threat because they feel threatened by one or more persons involved with the activity. This threat can be either direct or implied. Regardless of the reason, information is not passed on. Through such efforts as crime tip hotlines and other hotline phone numbers, information can be passed on without the reporter fearing for their safety.*

***Limit Accessibility of Weapons to Children***

*(As defined in Section 571.010RSMo)*

***A. Require gun manufacturers to provide trigger locks on all new weapons sold in Missouri.***

*Many tragedies could be avoided if handguns had not been available in a condition in which children could fire them. Trigger locks provide a means where by even if the weapon is accessible the child would be denied the ability to fire the weapon. Firearms have been taken to school by children who were curious and wanted to show their friends; on the other hand firearms have been taken to school by children for the purpose of causing harm. Regardless of the reason why the child takes the firearm to school, if the firearm has a trigger lock, the firearm is not operational. It should be emphasized that trigger locks do not replace the need for securing the weapon from access by others, but they do provide one more safeguard against tragedy.*

*\* To accomplish this, legislative action will be required.*

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***B. Parents should be held accountable civilly and/or criminally for negligence in providing access to weapons (as defined in Section 571.010 RSMo) if used in conspiracy or commission of a violent crime.***

*Many tragedies involving firearms could have been avoided if parents had taken steps to deny access to the weapon. Parents should realize that if they fail to demonstrate sound judgement in securing firearms they could face serious consequences.*

*\* To accomplish this, legislative action will be required.*

### **Increase the Number of Qualified School Counselors**

#### ***A. Review certification requirements for counselors***

*It is recommended that the requirements for certification as a school counselor be reviewed. It has been reported that the number of hours required and other barriers make it difficult to acquire professionals with the required training for school counselors. As a result, many non-certified teachers are placed in positions to act as counselors. Current barriers discourage educators from pursuing specialization in this area.*

*The ratio of students to counselors in many schools is so large that there is no opportunity for counselors to fully be aware of, and monitor the progress of, students needing services.*

*Although the certification requirements approved by the State Board of Education call for a minimum of 24 semester hours of approved graduate credit in courses in guidance and counseling, they also call for completion of a planned program that offers recommendations for certification from the designed official of a college or university.*

*In many cases, the Masters Degree programs require far in excess of the minimum required by the DESE.*

### **Provide Recourse to Communities Through Legislation in Response to School Violence**

***A. Amend the Missouri Safe Schools Act to provide for school officials discretion to allow permanently expelled students back in school if the expelled student successfully completes a treatment program or has demonstrated significant behavioral improvement.***

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*Currently there is no recourse for communities to deal with these individuals after they have been expelled. If the child demonstrates they are making an effort, then school administrators should have an option available to them to allow the student to continue their education.*

***B. Research potential compliance sanctions to ensure all schools/agencies comply with the Missouri Safe Schools Act concerning discipline records and compliance with sections 167.122 and 167.123, RSMo.***

*Many districts have had the experience of not being able to obtain the records of students who have been placed in group homes. Access to these records is essential because many of these students have special needs or have been involved in situations that the school district should be aware of.*

*Currently there are no sanctions for schools or agencies that do not comply with the Safe Schools Act. Appropriate sanctions should be in place to ensure compliance.*

***C. Consider legislation to include psychological behavioral screening as a part of the health assessment of all children/adolescents.***

*Including psychological screening for emotional and/or behavioral problems as a part of a child/adolescent health screen is important in order to assure early detection. Early intervention significantly improves treatment outcomes. If left undetected or untreated, some emotional or behavioral problems increase to the point where the individual begins behaving in ways that are a danger to themselves or others. Use of a simple screening tool could help families assure that children at risk are identified and receive treatment as early as possible. This standard of care should be promoted and adopted comprehensively.*

***D. Provide legislation exempting reporting officials from civil liability for reporting information relating to school safety if the information is reported in good faith.***

*Currently many school administrators are concerned that if they pass on information about the student, even if given in good faith, they may still be held liable by the student or their family.*

*We should exempt school district officials, administrators, teachers, counselors and any other school district employee, from civil liability for reporting information relating to school safety, if the information is reported in good faith. The precedent has been established for school districts when reporting to proper authorities on child abuse.*

*School officials often know information about children and families that they cannot prove. But they clearly have inside information and first-hand knowledge. This kind of information should be reported and school officials protected even if the information is not substantiated.*

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**Increase, Redirect or Provide More Flexibility in Obtaining Funding  
for use by School Districts.**

***A. School districts could use this funding for such efforts as:***

- successful alternative programs for students;*
- new alternative programs for students;*
- incentives for collaborative efforts in alternative programming for students;*
- funding for safe school coordination;*
- safety equipment; and*
- innovative programming to improve school safety*

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**Section 9**

**EXCERPT FROM THE INTRODUCTION &  
BACKGROUND TO COMMUNITY CRISIS  
RESPONSE REPORT**

*(Used with permission)*

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*When a sudden, seemingly arbitrary act wreaks havoc on a community-be it town or neighborhood, school or business-there is both physical destruction and emotional impairment. The physical destruction requires immediate action by people trained in emergency response work-law enforcement, emergency medical personnel, emergency management technicians, etc. In the same vein, the emotional trauma suffered by individuals and by the community-at-large requires a specific response from trained personnel. The latter is Community Crisis Response- a prescribed method of assisting victims of violence and other stark misfortunes, which is supported by clinical and empirical research to minimize the trauma of all the victims and ultimately, over time, to expedite recovery.*

*Simply calling in the counselors is not an effective response to the complexities of a community in crisis. There are many issues that must be examined and responded to in the aftermath of such tragedies as the Columbine school violence. For example, consider the fact that, in many such instances, the very caregivers (school counselors) called upon to respond are probably themselves traumatized and have no business, at that moment, trying to respond to others who are similarly traumatized. This would result in incomplete or inadequate interventions to students as well as damaging to these dedicated professionals.*

*It would be incorrect to assume that local mental health professionals and agencies (psychiatrists, psychologists, counselors and social workers) have the necessary training to effectively address trauma issues. Psychiatrists are trained to deal with the biological aspects of mental illness, emotional disorders, and drug and alcohol abuse. Psychologists are taught to deal with the cognitive aspects of mental illnesses and emotional disorders, as are counselors and social workers. Again, few if any of these professionals have training in serving trauma victims of violence, who are not mentally impaired, but are in crisis. Treating a person who is acutely grieving as someone with depression cannot only retard the healing process, but can actually do more harm than good.*

*Victim services as part of a trained Crisis Response Team address a wide scope of issues related to the violent trauma: emotional terror, acute anxiety, withdrawal, regression, impact on daily functioning, vicarious traumatization of caregivers, community impairment, short and long range planning, etc.*

*A Crisis Response Team should have representation from a broad spectrum of disciplines to provide the Crisis Response Team itself with valuable insights to various issues: law enforcement, clergy, mental health, education, healthcare, courts, children services, elderly services, and so on.*



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*In the past few years, we have experienced throughout the nation a rash of violent acts perpetrated on students and schools. These crimes and their aftermath left a wake of trauma; communities throughout the United States realized their vulnerability to sudden, random violence. While it is more comfortable to retreat in denial after such a tragedy by pretending that it is an isolated phenomenon, the pervasiveness of criminal behavior over the last fifteen years makes it incumbent that communities prepare and plan for how they will respond if such catastrophes happen to them.*

*Additional information on crisis response teams and their work can be obtained from:*

*National Organization for Victim Assistance  
1757 Park Road, N. W.  
Washington, D.C. 20010"*

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**Section 10**  
**CITIZEN AND YOUTH PERCEPTIONS ON**  
**JUVENILE CRIME & SOLUTIONS IN MISSOURI**  
**(Regional Focus Groups & Survey Results)**

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During the fall of 1999, five focus groups were conducted throughout the State of Missouri. The purpose of the focus groups was to gain a better understanding of the State of Missouri's priority risk, needs and protective factors as they relate to at-risk youth. In addition, a survey intended to be used in conjunction with the information extrapolated from the focus groups was disseminated at the Missouri Juvenile Justice Association 1999 Fall Conference. Approximately 400 attendees comprised of professionals of Missouri's Juvenile and Family Courts, Division of Youth Services, Division of Family Services, Department of Mental Health, law enforcement, educators, judges, attorneys, court appointed special advocates, care providers, parents, community leaders and others interested in Missouri's children. The information obtained from the two combined sources was utilized in determining the issues and priorities, which the State of Missouri will focus on throughout the next three years.

Focus group participants represented a wide range of perspectives. Participants were recommended by the Missouri Juvenile Justice Advisory Group and were invited from communities around the State of Missouri and to the meeting location most convenient for them. Each group consisted of representatives of some or all of the following: Juvenile Judges, Law Enforcement, Children and Youth Services, Community Youth Services, Juvenile Officers, Mental Health, Family Services, Educators, Parents and Youth. The focus groups were conducted in the following five locations: Kirksville, Springfield, St. Louis, Sikeston and Kansas City.

The actual focus groups were conducted as informal, open discussion sessions. Everyone was encouraged to voice their opinions concerning the issues surrounding juvenile justice: contributing factors, most pressing problems facing the juvenile population, current effective resources and recommendations to address the issues.

Again, we would like to thank those who contributed their time and effort to this process and appreciate your interest in making a difference in the lives of Missouri youth and their future.

Although each region was unique in their priorities for youth, overall the same issues ultimately surfaced. The results of the focus group, the survey findings and the recommendations are presented on the following pages.

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## **Top Five Responses to Focus Group Discussions**

### **1) What do you believe are the contributing factors to juvenile crime and delinquency?**

- lack of parental involvement/supervision
- drugs (use and dealing of)
- teens have low self esteem, no vision of a future
- lack of early intervention
- peer pressure

### **2) In your opinion, what are the most pressing juvenile crime and delinquency problems?**

- assaultive/violent behavior
- drug dealing and usage
- sexual offenders/offenses
- theft
- lack of positive relationships between parents and children

### **3) What resources are currently available to deal with these problems?**

- Caring Communities
- mentoring programs
- Boys/Girls Club
- Parents as Teachers
- Juvenile and Family Courts

### **4) What resources are needed to effectively deal with these problems?**

- parent education programs
- early identification/intervention techniques
- more school licensed psychologists and social workers capable of making referrals
- more alternative programs for at-risk children
- clearinghouse of available/current resources

### **5) What types of juvenile justice programs should be the highest priority?**

- early childhood intervention/prevention programs
- parent and youth education programs
- alternatives to traditional educational programs
- whole family treatment
- more school juvenile officers, social workers, counselors

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## 1999 VISION OF MISSOURI'S JUVENILE JUSTICE SYSTEM SURVEY

*Please complete in its entirety. The information you provide will aid in determining the issues and priorities the state of Missouri will focus on for its federal juvenile justice funding initiatives for the next three years!*

Your Circuit Number of County \_\_\_\_\_

Your Agency/Organization/Affiliation \_\_\_\_\_

1. Please list the top three problems surrounding youth in your community:

1. Alcohol & Drug Abuse
2. Lack of parental control/supervision/involvement
3. Lack of resources

2. Please list three resources that could effectively deal with the problems listed above.

- Mentoring
- Prevention/Intervention Programs
- Programs to address violence

3. Please list the top three factors that are making a positive impact on the youth in your community.

1. Caring Community Program
2. Schools
3. Role Model Programs

4. There are adequate delinquency prevention programs in your community. (circle one)

- |                   |          |             |                      |               |
|-------------------|----------|-------------|----------------------|---------------|
| a. Strongly agree | b. Agree | c. Disagree | d. Strongly disagree | e. Don't know |
| (1)               | (25)     | (44)        | (19)                 | (6)           |

5. What types of juvenile justice programs should be the highest priority of continued/new funding?

- |                                 |                            |
|---------------------------------|----------------------------|
| - Prevention/Early Intervention | - Education                |
| - Mentoring                     | - Family Support           |
| - Drugs/Alcohol                 | - Mental Health            |
| - Truancy/Dropout Rate          | - Independent Living       |
| - Status Offense Programs       | - Aftercare                |
| - More Facilities               | - Sex Offenses             |
| - Job Programs                  | - Female Offender Programs |
| - Violent Offenders             | - Kids' Courts             |
| - Court Diversion Programs      |                            |



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## Section 11

### THREE-YEAR PROGRAM PLAN

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#### *FEDERAL FUNDING SOURCES*

In an effort to determine the State of Missouri's 2000-2003 greatest areas of need with regard to Formula Grants Categories, the Missouri Juvenile Justice Advisory Group examined many factors. In addition to the existing knowledge, experience and expertise within the advisory Group the following provides a brief explanation of the strategy the Juvenile Justice Advisory Group used to consider and determine the areas of focus to improve the Juvenile Justice System for Missouri's youth over the next three years.

In 1999, the Missouri Juvenile Justice Advisory Group hosted five regional focus groups throughout the State of Missouri. The purpose of the focus groups was to gain a better understanding of the State of Missouri's priority risk, needs, and protective factors as they relate to at-risk youth. Focus groups were conducted in the following five locations: Kirksville, Springfield, St. Louis, Sikeston and Kansas City. Focus Group participants represented a wide range of perspectives. Each group consisted of representatives from some or all of the following groups: Juvenile Judges, Law Enforcement, Children and Youth Services, Community Youth Services, Juvenile Officers, Mental Health, Family Services, Educators, Parents and Youth. The actual focus groups were conducted as informal, open discussion sessions. Participants were encouraged to voice their opinions concerning the issues surrounding juvenile justice; contributing factors, most pressing problems facing the juvenile population, current effective resources and recommendations to address the issues.

In addition to the Focus Groups, the Missouri Juvenile Justice Advisory Group disseminated a survey to be used as another determinant for the State 3-Year Plan Formula Grant categories in conjunction with the information extrapolated from the focus groups. The survey was disseminated at the Missouri Juvenile Justice Association 1999 Fall Conference. Approximately 400 attendees comprised of professionals of Missouri's Juvenile and Family Courts, Division of Youth Services, Division of Family Services, Department of Mental Health, law Enforcement, educators, judges, attorneys, court appointed special advocates, care providers, parents, community leaders, and others interested in Missouri's children.

Finally, the Missouri State Juvenile Justice Specialist provided the Juvenile Justice Advisory Group with statistics and data regarding youth referrals, dispositions gender issues for at-risk females and disproportionate minority over representation in confinement. As a result from the focus groups, survey findings and hours of discussion amongst the Juvenile Justice Advisory Group varied in priorities for youth; the same issues ultimately surfaced aiding in the final decision to focus on the following issues.

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## **TITLE II-FORMULA GRANT**

***NOTE:** To enable the state to meet the core requirements of the Juvenile Justice and Delinquency Prevention Act, the Act provides states with formula grant funds. The money is allotted to each state based on the state's populations of children under the age of 18. As the State of Missouri continues to be in full compliance with the mandates of the Act, these monies do not need to be used to come into compliance with the core requirements. Instead, Missouri uses the monies to fund other juvenile and prevention programs and services. Said funds are to be utilized as seed money for grantees to develop and sustain programs beyond the grant period.*

### **PROGRAM SYNOPSIS**

The State of Missouri Department of Public Safety receives formula grants from the U.S. Department of Justice, Office of Juvenile Justice and Delinquency Prevention in accordance with the Juvenile Justice and Delinquency Prevention Act of 1974, as amended. The purpose of the grant is to carry out the mandates of the Juvenile Justice and Delinquency Prevention Act. Section 102. (b) of the Act states, "It is therefore the further declared policy of Congress to provide the necessary resources, leadership, and coordination (1) to develop and implement effective methods of prevention and strengthening families to that juveniles may be retained in their homes; (2) to develop and conduct effective programs to prevent delinquency, to divert juveniles from the traditional juvenile justice system and to provide critically needed alternatives to institutionalization; (3) to improve the quality of juvenile justice in the United States; (4) to increase the capacity of state and local governments and public and private agencies to conduct effective juvenile justice and delinquency prevention and rehabilitating programs and to provide research, evaluation, and training services in the field of juvenile delinquency prevention; (5) to encourage parental involvement in treatment and alternative disposition programs; and (6) to provide for coordination of services between State, local, and community-based agencies and to promote interagency cooperation in providing such services".

As authorized by the Act and appointed by the governor, the State Juvenile Justice Advisory Groups use these federal funds for locally designed and implemented programs to address youth crimes and delinquency. The Act provides formula grant funds which function as block grants to the states for the use of programs specifically designed for each locale to address such issues as violence, drug and alcohol abuse, youth gangs and prevention.

### **STATE ELIGIBILITY REQUIREMENTS**

In order for the State of Missouri to be eligible for formula grant funds the Chief Executive must designate a State agency as the sole agency for supervising the preparation and administration of the plan. The plan must demonstrate compliance with administrative and supervisory board membership requirements established by the OJJDP Administrator pursuant to Section 22 (c ) of the JJDP Act. States must have available for review a copy of the State law or executive order establishing the State agency and its authority.

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- The State Agency may be a discrete unit of State government or a division or other component of an existing State crime commission, planning agency or other appropriate unit of State government.
  - The agency must be a definable entity in the executive branch with the requisite authority to carry out the responsibilities imposed by the JJDP Act.
  - The State must maintain a supervisory board (i.e., a board of directors, commission, committee, council, or other policy board) which has responsibility for supervising the preparation and administration of the plan and its implementation.
  - Additionally the agency must have sufficient staff and staff capability to carry out the board's policies and the agency's duties and responsibilities to administer the program, develop the plan, process applications, administer grants awarded under the plan, monitor and evaluate programs and projects, provide administration/support services, and perform such accountability functions as are subgrant and contract funds. At minimum, one full-time Juvenile Justice Specialist must be assigned to the Formula Grants Program by the State agency. Where the State does not currently provide or maintain a full-time Juvenile Justice Specialist, the plan must clearly establish and document that the program and administrative support staff resources currently assigned to the program will temporarily meet the adequate staff requirement, and provide an assurance that at least one full-time Juvenile Justice Specialist will be assigned to the Formula Grants Program.

In Missouri, the Missouri Department of Public Safety, Office of the Director, serves in this capacity.

### **LOCAL GOVERNMENT, ORGANIZATIONS OR AGENCY ELIGIBILITY REQUIREMENTS**

At least two-thirds of the formula grant allocation to the State (other than the Section 222 (d) State Advisory Group set-aside) must be used for programs by local government, local private agencies, and eligible Indian tribes, unless the State applies for and is granted a waiver by the OJJDP (Administrator). The proportion of pass-through funds to be made available to eligible Indian tribes shall be based upon that proportion of the State youth population under 18 years of age who reside in geographical areas where the tribes perform law enforcement functions. *Please note: Missouri has no federally recognized Indian tribes.*

- Eligible grant applicants include Juvenile Courts, Law Enforcement Agencies, Local Units of Government, Public Youth Service Agencies and Private Not-for-Profit Agencies with the appropriate experience and expertise and who are serving youth in Missouri who have not yet reached their 17th birthday (youth may be served after their 17th birthday if they are awards of the Juvenile or Family Court).
- Eligible grant applications must submit proposals in accordance with the Department of Public Safety Request for Proposal packets.

The following four categories have been identified for funding for grants beginning October 1, 2001:



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## **GENDER SPECIFIC PROGRAMMING FOR AT-RISK JUVENILE FEMALES**

### **PURPOSE**

To provide appropriate services to female juvenile offenders and to those female youth who are identified to be at-risk.

### **BACKGROUND**

Delinquency is often viewed by the public and many professionals as predominantly a male phenomenon with the largest percentage of juvenile justice resources being directed toward the male juvenile offender. Until recently, most research on juvenile crime and misbehavior has focused on the study of male delinquency. The causes and levels of both serious crime and minor misconduct have been clearly articulated, as have numerous approaches to treatment and intervention.

Studies have consistently shown that juvenile males are responsible for violent crime at a rate several times that of female juveniles. While there is little argument that the majority of violent crimes committed by juveniles are committed by males, it is also a fact that only a small percentage of the juveniles referred to the juvenile court are for serious and violent crimes. The vast majority of youth entering the juvenile justice system are referred for status behaviors and non-violent offenses. However, during 1998 in Missouri, females accounted for 33% of all juvenile court referrals. Females accounted for 26% of all violent offenses.

Although females represent a significant number of referrals to the juvenile court each year there exists few programs that are directed specifically toward this population. As stated earlier, most research has focused exclusively on males in the juvenile justice system, leaving a great void in the literature from which to direct the development of programs and services to this population. It is important that the juvenile justice system continue to assess and evaluate their ability to meet the social, psychological and educational needs of the female offenders brought before the court.

### **PROGRAM OBJECTIVES**

- The development of non-gender-biased assessments and early intervention services for female juvenile offenders referred to the juvenile court or other youth service agencies.
- The development of treatment services specifically for female juveniles who are at-risk directed toward female risk factors such as sexual abuse, poor academic performance, substance abuse, pregnancy and self-esteem.
- Increase the awareness, interest and knowledge level of professionals coming into contact with or serving female offenders in the juvenile justice system and youth serving agencies.
- Pursue research in the assessment and treatment needs of female juvenile offenders and the evaluation of the effectiveness of existing intervention and treatment approaches.

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## **EVALUATION**

Recent data suggests that female involvement in serious offenses is on the rise, resulting in an even greater need for treatment alternatives. However, as little data exists in Missouri regarding what types of programs are effective with female juvenile offenders, juvenile justice projects must focus on developing an information base from which to guide program, service and policy development. The following are the anticipated funding amounts, beginning October 2001.

### **JJDP FUNDS**

|         |           |
|---------|-----------|
| FY 2001 | \$300,000 |
| FY 2002 | \$300,000 |
| FY 2003 | \$300,000 |

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## **COMPLIANCE MONITORING, TRAINING AND TECHNICAL ASSISTANCE**

### **PURPOSE**

To carry out the Juvenile Justice and Delinquency Prevention Act compliance monitoring activities for the state and provide training and technical assistance to courts, law enforcement and youth service agencies on issues affecting juvenile justice and delinquency prevention.

### **BACKGROUND**

Missouri has 254 adult jails and lock-ups and 136 residential facilities serving children. Twenty-four facilities in Missouri are designated specifically for the detention of juveniles. In order for Missouri to participate in the Federal Juvenile Justice and Delinquency Prevention Act, Missouri must have a system for identifying and monitoring facilities for compliance with the core provisions of the Act, in particular, the removal of children from adult jails and lock-ups; sight and sound separation between adult offenders and juvenile offenders; the de-institutionalization of status offenders and non-offender youth; and a plan to reduce the over-representation of minority youth in secure confinement. States must monitor these requirements through a system which combines the collection of self-reported data with a process of on-site verification and classification of both adult and juvenile facilities. Failure to meet the numerical core requirements of the Act will result in the loss of a percentage of JJDP funds available to Missouri.

Missouri's Juvenile Justice System is comprised of forty-five juvenile divisions of the circuit court, State agencies including the Division of Youth Services, the Division of Family Services, the Department of Mental Health, the Department of Elementary and Secondary Education, a myriad of public and private youth service providers, and hundreds of law enforcement agencies across the state. All of these agencies, to a greater or lesser degree, provide services to delinquent youth, status offenders and other children in need of services. Because of the structure of the system, each of these agencies operates independently of the others. No single agency has oversight responsibility or coordinating authority over the entire service delivery system for children.

At the legal heart of the system is the juvenile or family court. Even within the judicial system, each of the forty-five juvenile divisions acts independently of each other.

With over 80,000 referrals to the juvenile court in 1998, coupled with the wide range needs of these children, it is imperative that services be adequately coordinated and that practitioners are adequately trained and supported to meet these challenges.

The provision of technical assistance and support services to the juvenile courts and other youth agencies is critical. Technical assistance in the development of a program will serve to assure the most productive use of grant funds in supporting the creation and continuation of effective programs. These grants are intended to enhance, complement and fill in the gaps of very recent administrative achievements gained on behalf of Missouri's juvenile and family courts.

These funds can also be used to provide training for agencies or groups providing services to youth.

---

## **PROGRAM OBJECTIVES**

Programs should effectively address one or more of the following objectives:

- Carry out all compliance monitoring requirements of the Juvenile Justice and Delinquency Prevention Act in Missouri.
- Promote the coordinated delivery of services by agencies and facilitate the dissemination of information on issues of importance to juvenile justice professionals.
- Facilitate training and educational opportunities for juvenile justice agencies in Missouri on issues of identified importance.
- Provide technical assistance and program support to juvenile justice agencies and agencies applying for and receiving Juvenile Justice Act funds.
- Assist the Missouri Department of Public safety and the Missouri Juvenile Justice Advisory Group in implementing and supporting federal juvenile justice initiatives in Missouri.
- Sponsor or provide needed training regarding juvenile justice or youth issues.

## **EVALUATION**

Programs are evaluated on their ability to carry out Missouri's compliance monitoring responsibilities and their efforts to assure Missouri meets the core requirements of the Federal Juvenile Justice and Delinquency Prevention Act. Applicants must have the ability to maintain compliance monitoring data and carry out all compliance monitoring activities on a statewide basis, including the completion and successful submission of the Federal Compliance Monitoring Report to the Office of Juvenile Justice and Delinquency Prevention Department of Justice. Applicants in the training area need to show they have the ability to provide or facilitate the needed training and explain that need.

## **JJDP FUNDS**

|         |           |
|---------|-----------|
| FY 2001 | \$300,000 |
| FY 2002 | \$300,000 |
| FY 2003 | \$300,000 |

\* The funding in this category is available for more than three years for compliance, monitoring and technical assistance. This category assists the Department of Public Safety and Juvenile Justice Advisory Group, and the agencies are not expected to sustain these efforts independently.

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## **EMPIRICALLY-BASED RESEARCH ON JUVENILE JUSTICE**

### **PURPOSE**

To have empirically-based research conducted on pertinent juvenile justice related topics and issues in order to improve the delivery of juvenile justice services and development of juvenile justice policies.

### **BACKGROUND**

Juvenile justice is constantly evolving. Public policy is developed based on trends and analysis which are often unreliable due to the researcher's unfamiliarity with juvenile justice law and the process upon which data is gathered. Extensive media coverage of crimes committed by juveniles contributes to a general public perception that juvenile crime is out of control. These perceptions drive juvenile justice policy. The issue of youth violence was the focus of the Missouri Legislator's agenda in 1995, when they passed the most sweeping changes to the Juvenile Code since 1957. The impact of this legislation on the juvenile and adult corrections systems is unknown at this time. In order to better serve youth and their families while ensuring public safety, it is essential that accurate data and trends are gathered. This process not only assures the assimilation of credible information but also allows policy makers to focus their efforts on proven treatment modalities.

### **PROGRAM OBJECTIVES**

Research should effectively address one or more of the following objectives:

- Divert youth from the juvenile justice system.
- Promote specialization in the legal communities' response to juvenile offenders.
- Enhance the juvenile justice system's response to juvenile crime and violence.
- Provide the juvenile justice system with information, statistical analysis and trend data for public policy development.
- Determine the effectiveness of present intervention strategies.

### **EVALUATION**

Programs will be for a full twelve-month period unless otherwise stated and agreed to. Only single year awards will be made and the research is expected to be completed in a one-year time frame. No minimum or maximum amounts for individual awards have been established. Funds will be made available on a statewide basis. The following is the anticipated expenditure amount for the funding year of 2001 starting in October:

### **JJDP FUNDS**

|         |           |
|---------|-----------|
| FY 2001 | \$200,000 |
| FY 2002 | \$200,000 |
| FY 2003 | \$200,000 |

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## **INNOVATIVE COMMUNITY-BASED PROGRAMS FOR AT-RISK YOUTH**

*(Prevention & Delinquency Intervention)*

### **PURPOSE**

To promote the development of community based early intervention/prevention based programming which will lead to enhanced services for at-risk youth.

### **BACKGROUND**

Over the last decade increased emphasis has been placed on the use of collaboration to solve community problems. Community members are the experts on their unique and individual needs. Local decision-making and community actions are the key to the success of addressing risks and meeting the needs of communities. In 1998, 86,447 referrals were made to the juvenile courts. Referrals to the Missouri juvenile court system come from a multitude of sources: law enforcement, schools, Division of Family Services, juvenile court personnel, parents, relatives, victims, private and public social agencies, and others. Youth who are at-risk must be provided appropriate intervention. Youth who have already exhibited problematic status or law violating behavior must have intervention services. We are learning that no one agency or institution can single-handedly provide all the needed services and assessments for youth.

With the inception of Title V and other community-based programs, we have been witness to the development of many community-based programs throughout the country. As these partnerships develop, communities are discovering the need for more innovative and unique ways to team with the law enforcement community, the courts and other agencies, to enhance and support services provided to reduce youth violence and at-risk behavior. In addition, increased emphasis on the part of juvenile courts in the use of a more balanced approach in providing services to delinquent youth encourages more communication and interaction with police agencies and other community groups. Courts working to formulate their services balancing the treatment needs of youth with the public safety needs of the community and the interest of the victim are finding themselves working closely with local law enforcement agencies and the community at large. A more thorough system of assessment which identifies at-risk youth, coupled with a more directed system of services, increases public trust and improves community safety.

Local community members are in the best position to determine the needs of their children, youth and families and the best methods to meet these needs. Local leaders can encourage and make it easier for the community to develop coordinated local planning efforts, to maximize community resources and to increase access to all systems providing community programs and services.

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## **PROGRAM OBJECTIVES**

Programs should effectively address one or more of the following objectives:

- Increase collaboration between community based programs and other agencies serving youth.
- Divert youth from the juvenile justice system.
- Enhance community and youth serving agencies responses to juvenile crime and violence.
- Address cultural issues of youth in the community.
- Increase advocacy and support for victims of juvenile crime.
- Provide intervention services for youth who are at-risk.

## **EVALUATION**

Programs will be evaluated on the number of youth served or the potential impact the services will have on the improvement of youth service in the community. Preference will be given to programs that identify measurable outcomes for the program. Outcomes should address specific risk factors identified within the community as well as proposed solutions. Applicants should be able to identify how the proposal activities will positively impact the targeted population.

## **JJDP FUNDS**

|         |           |
|---------|-----------|
| FY 2001 | \$529,000 |
| FY 2002 | \$529,000 |
| FY 2003 | \$529,000 |

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## Section 12

### PLAN FOR COMPLIANCE WITH THE JUVENILE JUSTICE DELINQUENCY PREVENTION ACT

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#### COMPLIANCE MONITORING

The Missouri Department of Public Safety and the State Juvenile Justice Advisory Group presently have a grant for compliance monitoring with the Missouri Juvenile Justice Association. Monitoring activities include 1) the collection, tabulation and retention of self reported detention information relative to the secure confinement of status and non/offenders and the confinement of juveniles in adult detention facilities are reported every year; 2) on-site monitoring of all secure juvenile detention facilities are conducted yearly; 3) secure adult facilities are monitored on-site every three years; and 4) public education, training and technical assistance to juvenile and law enforcement personnel. Please refer to the attached maps which locate the counties that have Division of Youth Service facilities, Juvenile Detention Centers, and Court Operated residential facilities.

For those agencies that desire to apply for Title V federal funds, their locality and the state of Missouri must be in compliance with the Core Requirements as set forth in the Federal Juvenile Justice and Delinquency Prevention Act. Compliance is achieved by not exceeding the violation allowances for the following Federal Regulations:

#### DEINSTITUTIONALIZATION OF STATUS/ NON-OFFENDERS

*Section 223(a)(12)* of the Juvenile Justice and Delinquency Prevention Act provides that status offenders and non-offenders are not to be detained or confined in secure detention or adult correctional facilities. The exception to this requirement allows for status offenders or non-offenders to be securely detained in a juvenile detention facility for up to 24 hours, exclusive of weekends and legal holidays, immediately following an initial court appearance.

Missouri is under the de Minimus rate of less than 24.9 violations per 100,000 youth under age 18. For this reporting period, Missouri is allowed to have 435 Deinstitutionalization of Status Offender violations and still maintain compliance. Within the past three years Missouri has increased in the number of violations allowed for this requirement. The following is a list of the Deinstitutionalization of Status Offender violations that have occurred within the past three years.

| <u>Year</u> | <u>Number of Violations</u> | <u>Compliance Rate</u> |
|-------------|-----------------------------|------------------------|
| 1996        | 66                          | 5.02                   |
| 1997        | 36                          | 2.70                   |
| 1998        | 96                          | 6.87                   |
| 1999        | 125                         | 8.43                   |

Through continued monitoring of adult facilities, juvenile detention, and correctional facilities we will be assured of Compliance with both state law and federal regulations. Any change in circumstances will be promptly reported to the Office of Juvenile Justice and Delinquency Prevention.



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## **SIGHT AND SOUND SEPARATION**

*Section 223(a)(13)* of the JJDP act states that all juveniles in custody shall not have sight or sound contact with adult offenders, including trustees.

Through continued monitoring of adult facilities, juvenile detention, and correctional facilities we will be assured of Compliance with both state law and federal regulations. Missouri does not allow for any violations in this area. Over the past three years we have maintained compliance in this area. Any change in circumstances will be promptly reported to the Office of Juvenile Justice and Delinquency Prevention.

## **REMOVAL OF JUVENILES FROM ADULT JAILS AND LOCKUPS**

*Section 223(a)(14)* of the JJDP Act provides that juvenile cannot be detained in any adult jail or lockup. An exception does allow a juvenile alleged to have committed a delinquent offense to be securely held for up to six hours for processing purposes only. The juvenile still must be in sight and sound separation from adult offenders.

Missouri is under the de Minimus rate of less than 9.0 violations per 100,000 youth under age 17. During this reporting period, Missouri is allowed to have 127 violations in this area and still maintain compliance. Within the past three years Missouri has also experienced an increase in the number of violations per the Jail Removal requirement. The following is a list of Jail Removal violations that have occurred within the last three years:

| <u><b>Year</b></u> | <u><b>Number of violations</b></u> | <u><b>Compliance Rate</b></u> |
|--------------------|------------------------------------|-------------------------------|
| 1996               | 15                                 | 1.2                           |
| 1997               | 7                                  | .56                           |
| 1998               | 25                                 | 1.9                           |
| 1999               | 40                                 | 2.8                           |

Through continued monitoring of adult facilities, juvenile detention, and correctional facilities we will be assured of Compliance with both state law and federal regulations. Any change in circumstances will be promptly reported to the Office of Juvenile Justice and Delinquency Prevention.

## **DISPROPORTIONATE MINORITY CONFINEMENT**

*Section 223(a)(23)* requires States to make efforts to reduce the disproportionate secure confinement of minority youth.

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For more than a decade the State of Missouri has worked toward responding to the three Phases outlined in the OJJDP strategy to reduce the disproportionate representation of minority youth confined in secure facilities: Identification, Assessment and Intervention. The State of Missouri has continued to highlight Minority Youth issues as a special needs priority by providing services to minority youth over represented in Missouri's juvenile court population. In an effort to establish a system of "colorblind justice", the State of Missouri has been working to determine the best approach to address this issue. Through funding from the Office of Juvenile Justice and Delinquency Prevention the State of Missouri in cooperation with many different organizations and agencies has been able to conduct qualitative and quantitative research, provide programming, staff task force committees and convene an ad-hoc group to the state Juvenile Justice Advisory Group to address minority overrepresentation. As stated above Missouri has addressed each of the three OJJDP designated Phases however, despite our efforts the challenge to determine the best equation for resolving this issue still exists. In 1995 African American youth represented 49% of all secure detention placements compared to 51% white youth in Missouri. As of 1997 statistics show little change; African American youth represented 45.63% of total youth in confinement. It is noted that the 1990 U.S. Census figures indicate that Missouri's youth population is 13.6% African American. As research continues in individual communities more disparities can be seen in our statistics (see matrices data)

Clearly this issue requires ongoing effort, with this in mind the Missouri Juvenile Justice Advisory Group via approval and funding from the Office of Juvenile Justice and Delinquency Prevention has initiated a Challenge Grant under Activity C-**Increasing community-based alternatives to incarceration by establishing programs (such as expanded use of probation, mediation, restitution, community service, treatment, home detention, intensive supervision, and electronic monitoring) and developing and adopting a set of objective criteria for the appropriate placement of juveniles in detention and secure confinement.** This Challenge Grant provides the State of Missouri with the opportunity to have an expert on minority youth issues working and focusing solely on the issue of disproportionate minority confinement. With respect to meeting the requirements of the Juvenile Justice and Delinquency Prevention Act this grant will include continuous efforts on Phase I-**Identification** via extrapolating recent statistics from the State of Missouri regarding minority youth and out-of-home placement, Phase II-**Assessment** via the development of a "Blue Ribbon Group" to study this problem and suggest solutions and Phase III-**Intervention** via assisting in the development of programs specific to minority youth (diversion, prevention and reintegration), educating Missouri on the problem of minority youth overrepresentation, collaborating with agencies and law enforcement officials who refer youth to juvenile courts, providing cultural diversity training to agencies or anyone working with youth, working closely with the Missouri Department of Public Safety's Juvenile Justice Specialist, and ultimately reducing the number of minority youth in confinement. The funding period for this grant will be for one year from the date of award. However, it is the hope of the Juvenile Justice Advisory Group to extend the project for a second year if the strategy is effective.

**\*Attached is the Disproportionate Minority Confinement matrix on which Missouri is currently working.**

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## **PURPOSE**

The attached matrices were completed in February 1999 by the Missouri Juvenile Justice Association Project Staff at the request of the Missouri Department of Public Safety's Juvenile Justice Specialist for ultimate submission to the State's representative from the Federal Office of Juvenile Justice and Delinquency Prevention (OJJDP).

These matrices were devised by OJJDP as an instrument to evaluate if any minority populations within a state were disproportionately confined in secure facilities. Simply put, this means that the percentage of that same minority group that is securely held for any length of time is higher than the percentage of that same minority group within the general population.

The State of Missouri, through the Juvenile Justice Specialist, had previously provided similar information in the past to OJJDP. The completion of these matrices is required as part of the State's participation in the Juvenile Justice and Delinquency Prevention (JJDP) Act and partially fulfills compliance with the Disproportionate Minority Confinement (DMC) requirement of the JJDP Act. This requirement provides that states shall assess the level of such confinement and implement strategies to reduce disproportionate minority representation where it is found to exist.

Based upon past assessments, it was found that African American youth had been significantly over represented in secure confinement as compared to their percentage of the general population. With this information in mind, efforts have been made to attend to this problem, including the creation of grant funding categories for minority programs and the information of an Ad-Hoc Subcommittee of the State of Juvenile Justice Advisory Group to specifically explore this issue. As a result of these efforts, there are currently two local initiatives in the Kansas City and St. Louis metropolitan areas working to address this issue on a local basis.

Because it has been some time since the original DMC Index Matrices were completed and there has been some speculation about increases in some minority populations within the State (especially Hispanics) combined with the desire to reassess the status of this issue as it pertains to the over represented African American minority group, an updated set of matrices were completed and are attached.

## **SUMMARY OF MATRICES**

The matrices were completed on four different minority groups within the State: Black, Hispanic, Asian and American Indians. The majority of the data was provided by the Department of Social Services. The data covers the period from January 1, 1997 to December 31, 1997. The data reviewed was gathered by the Department of Social Services via their Division of Youth Services as submitted by each of the 45 Judicial Circuits throughout the State as required by statute. Other information was provided by the Missouri State Census Data Center through the Office of Social and Economic Data Analysis and finally, some information was derived from compliance monitoring data compiled by the Missouri Juvenile Justice Association.

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For a more detailed explanation of how the various statistics were derived, see the attachment titled Data Sources.

In reviewing the completed matrices, note that column D contains an index value. That value is derived by dividing the various percentages in column C by the overall at risk population in question 8 of that same column C. An index value of 2.00 would mean that minority youth are represented at rate twice that of the total at-risk population. Likewise, an index under 1.00 indicates that minorities are under represented.

The complete matrices indicate that:

- African Americans are still over represented with a total index value of 3.35.
- Hispanics are under represented with a total index value of 0.56.
- Asians are under represented with a total index value of 0.16.
- American Indians are under represented with a total index value of 0.27.

In reviewing the data on those youth placed in secure detention facilities, it is noted that 48 youth were reported in the other race category. For evaluation purposes only, a second calculation of the Hispanic matrix was done adding in these additional youth, as it is the second largest minority population of at risk youth and the largest minority population, the African American youth, is already over represented. While this second matrix is not attached, the overall index number for Hispanic juvenile when those 48 youth are added is a 1.0, thus still not indicating any over representation. It is very unlikely that all these youth are actually misreported Hispanics.

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## DATA SOURCES

### Items 1,2,6 & 7

The information for these items was obtained from the Missouri Department of Social Services Research and Evaluation Office. They obtain the information through their Division of Youth Services, which obtains the information directly from each of the State's 45 Judicial Courts. Missouri statute mandates that courts shall report information regarding every referral received, including disposition. A copy of the tables provided to the Missouri Juvenile Justice Association are attached.

### Items 3 & 4

The information for these items was obtained from compliance monitoring data gathered by the Missouri Juvenile Justice Association for the Missouri Department of Public Safety as part of a contract to provide services related to the State's participation in the Juvenile Justice and Delinquency Prevention Act.

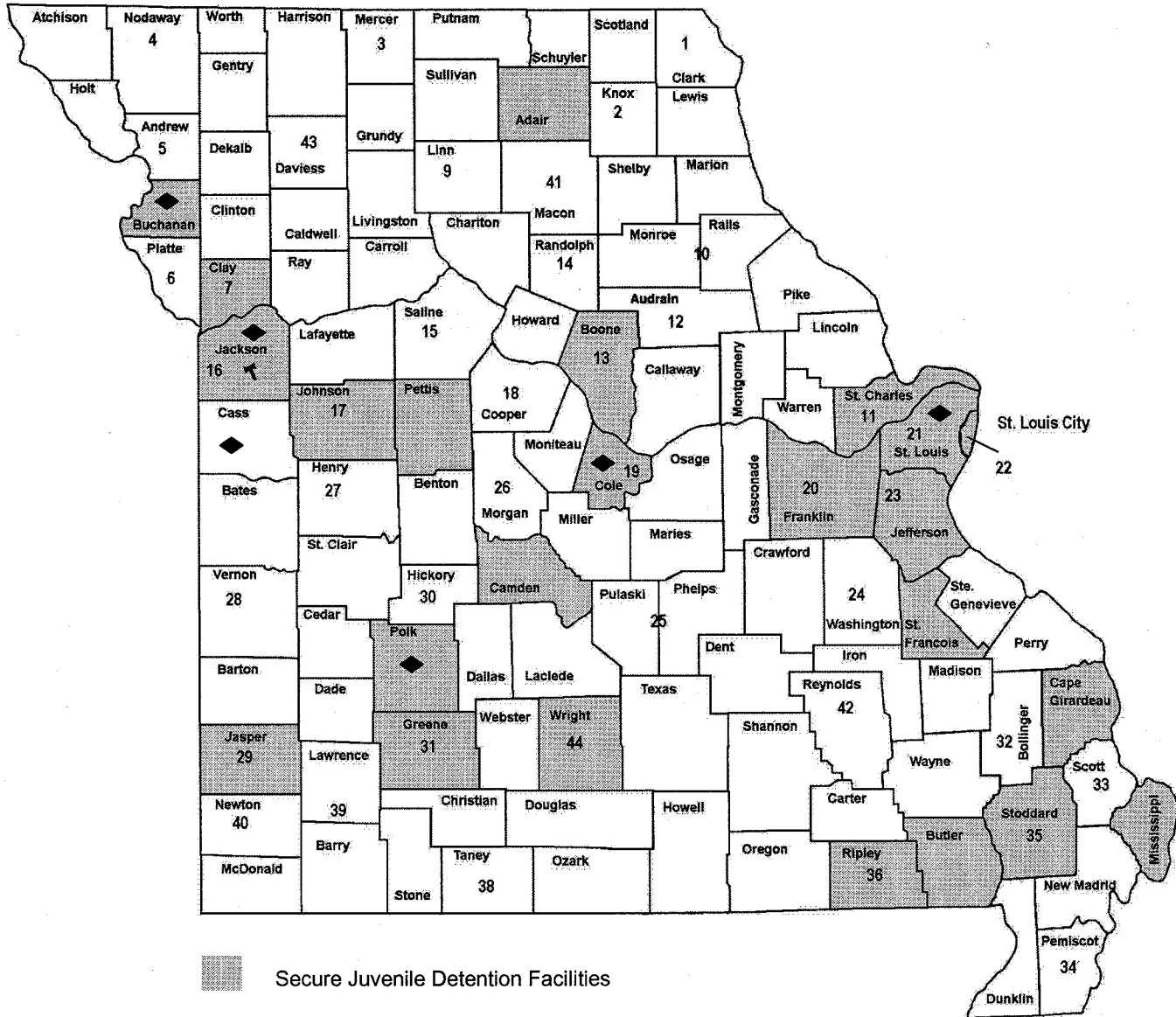
### Item 8

The information for this item was extrapolated from data gathered from the Missouri State Census Data Center through the Office of Social and Economic Data Analysis. Population estimates were done in the following manner:

- ◆ 1996 data estimates were available by race and age, though the age groups were broken down by various age ranges, the two applicable to this report being the 10-14 and 15-19 categories. Because this report only deals with youth ages 10-16, 40% of the listed population for the 15-19 age group was added to the 10-14 age group data to arrive at an estimated at risk population for 1996.
- ◆ A review of the overall (all races) population growth rate between 0-17 years old from 1996 to 1997 indicated an increase of 0.87691%
- ◆ The 1996 estimates were then multiplied by the increase rate (1.0087691) to arrive at the estimated population at risk in 1997 for each race listed.

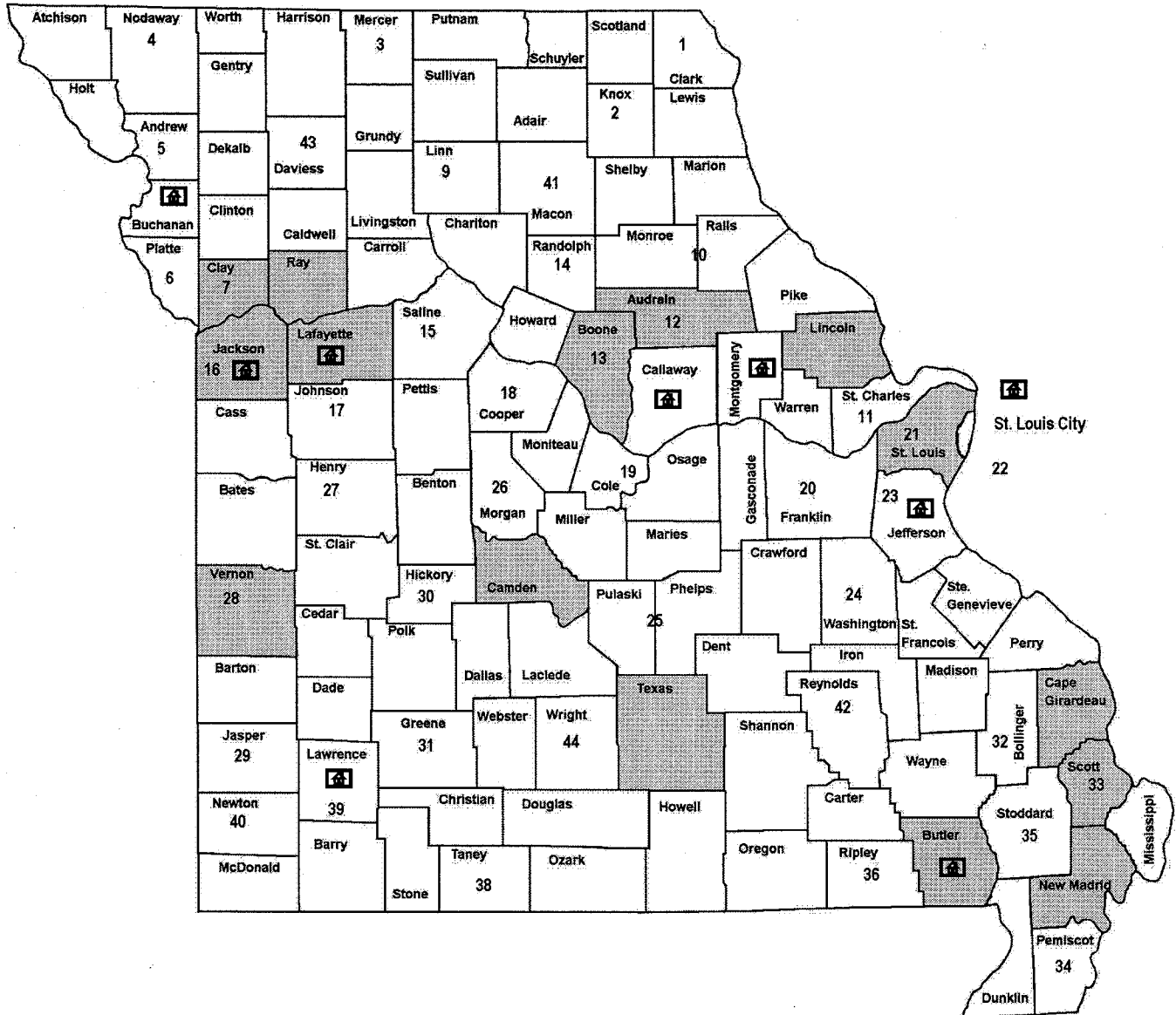
It was felt that this process, while an estimate, would provide better data for calculations than the 1990 census, due to the significant length of time that has passed since those figures were computed.

# Court Operated Facilities



- Secure Juvenile Detention Facilities
- Court Operated Secure Residential Facilities
- Non Secure Juvenile Court Facilities

# Missouri Division of Youth Services Secure Residential Facilities and Non-Secure Residential Facilities



Missouri Division of Youth Services Secure Residential Facilities



Missouri Division of Youth Services Non-Secure Residential Facilities

# DISPROPORTIONATE MINORITY CONFINEMENT

## INDEX MATRIX

### 1. AREA REPORTED

Check one: ☒ Statewide  
☐ MSA                       
                    name area(s)  
☐ Other

### 2. MINORITY REPORTED

Check one: ☐ All minorities  
☐ American Indians  
☐ Black  
☒ Asian  
☐ Hispanic  
☐ Pacific Islanders  
☐ Other  
☐ Combination

3. REPORTING PERIOD: Jan. '97 through Dec. '97  
                                    month/year                    month/year

### 4. DATA ITEMS

| Data Items  | -A-<br>Total<br>Number of<br>All Youth | -B-<br>Total Number<br>of Minority<br>Youth | -C-<br>% Minority | -D-<br>Index |
|---|--|---|-------------------|--------------|
| 1. Juveniles confined in secure juvenile detention facilities.    | 6230                                   | 11  | 0.18%             | 0.17         |
| 2. Juveniles confined in secure juvenile correctional facilities. | 256                                    | 0   | 0%                | 0            |
| 3. Juveniles confined in adult jails.                             | 0                                      | 0   | 0%                | 0            |
| 4. Juveniles confined in adult lockups.                           | 7                                      | 0   | 0%                | 0            |
| 5. Total (items 1-4)  | 6493                                   | 11  | 0.17%             | 0.16         |
| 6. Juveniles arrested.  | 55,829                                 | 118   | 0.21%             | 0.20         |
| 7. Juveniles transferred to adult court.                          | 288                                    | *2  | 0.69%             | 0.64         |
| 8. Population at risk (age 10 through 16).                        | 566,047                                | 6,046                                       | 1.07%             | 1            |

### 5. DATA SOURCES

Item 1: MO Dept. of Social Services Research & Evaluation  
Item 2: MO Dept. of Social Services Research & Evaluation  
Item 3: MO Compliance Monitoring Data  
Item 4: MO Compliance Monitoring Data

Item 6: MO Dept. of Social Services Research & Evaluation  
Item 7: MO Dept. of Social Services Research & Evaluation  
            (for law & status violations)  
Item 8: Extrapolated from MO State Census Data Center

\* Data shows two certified youth whose race is listed as (other). For evaluation purposes these two youth will be figured in the American Indian, Asian, and Pacific Islander categories.



## INDEX MATRIX

- #### 4. DATA ITEMS

## 5. DATA SOURCES

- \* Data shows two certified youth whose race is listed as (other). For evaluation purposes these two youth will be figured in the American Indian, Asian, and Pacific Islander categories.

## INDEX MATRIX

- ## 2. MINORITY REPORTED

Check one:

☐ All minorities

☐ American Indians

☐ Black

☐ Asian

☒ Hispanic

☐ Pacific Islanders

☐ Other

☐ Combination

- #### 4. DATA ITEMS

| Data Items  | -A-<br>Total<br>Number of<br>All Youth | -B-<br>Total Number<br>of Minority<br>Youth | -C-<br>% Minority | -D-<br>Index |
|---|--|---|-------------------|--------------|
| 1. Juveniles confined in secure juvenile detention facilities.        | 6230                                   | 59  | 0.95%             | 0.56         |
| 2. Juveniles confined in secure juvenile correctional facilities.     | 256                                    | 3   | 1.17%             | 0.69         |
| 3. Juveniles confined in adult jails.                                 | 0                                      | 0   | 0%                | 0            |
| 4. Juveniles confined in adult lockups.                               | 7                                      | 0   | 0%                | 0            |
| 5. Total (items 1-4)  | 6493                                   | 62  | 0.95%             | 0.56         |
| 6. Juveniles arrested.  | 55,829                                 | 344   | 0.62%             | 0.37         |
| 7. Juveniles transferred to adult court.                              | 288                                    | 1   | 0.35%             | 0.21         |
| 8. Population at risk (age $\frac{10}{16}$ through $\frac{16}{16}$ ). | 566,047                                | 9,570                                       | 1.69%             | 1            |

- Item 6: MO Dept. of Social Services Research & Evaluation  
Item 7: MO Dept. of Social Services Research & Evaluation  
(for law & status violations)  
Item 8: Extrapolated from MO State Census Data Center

## INDEX MATRIX

- ## 2. MINORITY REPORTED

Check one:

☐ All minorities

☐ American Indians

☒ Black

☐ Asian

☐ Hispanic

☐ Pacific Islanders

☐ Other

☐ Combination

- #### 4. DATA ITEMS

| <b>Data Items</b>   | <b>-A-<br/>Total<br/>Number of<br/>All Youth</b> | <b>-B-<br/>Total Number<br/>of Minority<br/>Youth</b> | <b>-C-<br/>% Minority</b> | <b>-D-<br/>Index</b> |
|---|--|---|---------------------------|----------------------|
| 1. Juveniles confined in secure juvenile detention facilities.    | 6230   | 2843  | 45.63%                    | 3.40                 |
| 2. Juveniles confined in secure juvenile correctional facilities. | 256  | 79  | 30.86%                    | 2.30                 |
| 3. Juveniles confined in adult jails.                             | 0  | 0   | 0%                        | 0                    |
| 4. Juveniles confined in adult lockups.                           | 7  | 2   | 28.57%                    | 2.13                 |
| 5. Total (items 1-4)  | 6493   | 2924  | 45.03%                    | 3.35                 |
| 6. Juveniles arrested.  | 55,829   | 15,976  | 28.62%                    | 2.13                 |
| 7. Juveniles transferred to adult court.                          | 288  | 120   | 41.67%                    | 3.10                 |
| 8. Population at risk (age 10 through 16).                        | 566,047  | 76,035  | 13.43%                    | 1                    |

- Item 6: MO Dept. of Social Services Research & Evaluation  
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(for law & status violations)  
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# DISPROPORTIONATE MINORITY CONFINEMENT

## INDEX MATRIX

### 1. AREA REPORTED

Check one: ☒ Statewide  
☐ MSA \_\_\_\_\_  
☐ Other name area(s) \_\_\_\_\_

### 2. MINORITY REPORTED

Check one: ☐ All minorities  
☐ American Indians  
☐ Black  
☒ Asian  
☐ Hispanic  
☐ Pacific Islanders  
☐ Other  
☐ Combination

3. REPORTING PERIOD: Jan. '97 through Dec. '97  
month/year month/year

### 4. DATA ITEMS

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# DISPROPORTIONATE MINORITY CONFINEMENT

## INDEX MATRIX

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☐ MSA                       
                     name area(s)  
☐ Other

### 2. MINORITY REPORTED

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☐ Black  
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☐ Pacific Islanders  
☐ Other  
☐ Combination

3. REPORTING PERIOD: Jan. '97 through Dec. '97  
                                     month/year                      month/year

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| 4. Juveniles confined in adult lockups.                           | 7                                      | 0   | 0%                | 0            |
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| 7. Juveniles transferred to adult court.                          | 288                                    | 1   | 0.35%             | 0.21         |
| 8. Population at risk (age <u>10</u> through <u>16</u> ).         | 566,047                                | 9,570                                       | 1.69%             | 1            |

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# DISPROPORTIONATE MINORITY CONFINEMENT

## INDEX MATRIX

**1. AREA REPORTED**

Check one: ☒ Statewide  
☐ MSA                       
                     name area(s)  
☐ Other

**2. MINORITY REPORTED**

Check one: ☐ All minorities  
☐ American Indians  
☒ Black  
☐ Asian  
☐ Hispanic  
☐ Pacific Islanders  
☐ Other  
☐ Combination

**3. REPORTING PERIOD:** Jan. '97 through Dec. '97  
                                     month/year                      month/year

**4. DATA ITEMS**

| Data Items  | -A-<br>Total<br>Number of<br>All Youth | -B-<br>Total Number<br>of Minority<br>Youth | -C-<br>% Minority | -D-<br>Index |
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| 3. Juveniles confined in adult jails.                             | 0                                      | 0   | 0%                | 0            |
| 4. Juveniles confined in adult lockups.                           | 7                                      | 2   | 28.57%            | 2.13         |
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| 7. Juveniles transferred to adult court.                          | 288                                    | 120   | 41.67%            | 3.10         |
| 8. Population at risk (age 10 through 16).                        | 566,047                                | 76,035                                      | 13.43%            | 1            |

**5. DATA SOURCES**

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 Item 7: MO Dept. of Social Services Research & Evaluation  
           (for law & status violations)  
 Item 8: Extrapolated from MO State Census Data Center

# TOTAL YOUTHS PLACED IN SECURE DETENTION FACILITIES DURING CY 1997 BY RACE

| UNKNOWN | WHITE | BLACK | HISPANIC | NATIVE AMERICAN | ORIENTAL | OTHER | TOTAL |
|---------|-------|-------|----------|-----------------|----------|-------|-------|
| 2       | 3259  | 2843  | 59       | 8               | 11       | 48    | 6230  |

# TOTAL YOUTHS REFERRED BY LAW ENFORCEMENT AGENCIES DURING CY 1997 BY RACE

|                | UNKNOWN | WHITE | BLACK | HISPANIC | NATIVE AMERICAN | ORIENTAL | OTHER | TOTAL |
|----------------|---------|-------|-------|----------|-----------------|----------|-------|-------|
| LAW VIOLATION  | 21      | 28693 | 12952 | 282      | 40              | 88       | 326   | 42402 |
| STATUS         | 4       | 10219 | 3024  | 62       | 12              | 30       | 76    | 13427 |
| A/C            | 0       | 1821  | 561   | 23       | 2               | 9        | 50    | 2466  |
| ADMINISTRATIVE | 0       | 53    | 78    | 0        | 0               | 1        | 2     | 134   |
| TOTAL          | 25      | 40786 | 16615 | 367      | 54              | 128      | 454   | 58429 |



# YOUTH CERTIFIED DURING CY 97 BY RACE

| WHITE | BLACK | HISPANIC | OTHER | TOTAL |
|-------|-------|----------|-------|-------|
| 165   | 120   | 1        | 2     | 288   |

# YOUTH PLACED IN DYS SECURE CARE RESIDENTIAL FACILITIES DURING CY 97

| WHITE | BLACK | HISPANIC | OTHER | TOTAL |
|-------|-------|----------|-------|-------|
| 174   | 79    | 3        | 0     | 256   |

## **APPENDIX A**

### **Title V Grants**

## **APPENDIX - A**

### **TITLE V - DELINQUENCY PREVENTION**

The goal of the Delinquency and Youth Violence Prevention Program is to reduce delinquency and youth violence by supporting communities in providing their children, families, neighborhoods, and institutions with the knowledge, skills, and opportunities necessary to foster a healthy and nurturing environment which supports the growth and development of productive and responsible citizens.

### **PROGRAM SYNOPSIS**

The State of Missouri through the Department of Public Safety receives Title V funding from the U.S. Department of Justice, Office of Juvenile Justice and Delinquency Prevention under the Juvenile Justice and Delinquency Prevention Act (JJDP Act) of 1974, as amended. The objectives of the Title V Programs are (1) to form coalitions within communities to mobilize the community and direct delinquency prevention efforts, (2) to identify those known delinquency risk factors which are present in communities, (3) to identify protective factors which will counteract identified risk factors and develop local comprehensive delinquency prevention plans to strengthen these protective factors, and (4) to develop and implement local comprehensive, delinquency prevention strategies which use and coordinate Federal, State, local and private resources for establishing a client-continuum of services for at risk children and their families.

### **PROGRAM ACTIVITIES**

Many very successful Title V programs have been developed and established throughout Missouri with the inception of the Title V grant. Although each project takes on the challenges of the risks and needs and the strengths of their individual community it is interesting to note the projects often contain similar components. Two common components seen in many of the projects are: providing a "safe place", and; positive activities for youth during after school hours. With that, tutoring is often used as a prerequisite to recreational activities impressing the importance and priority of education. The following is a list of the types of prevention program activities that can be funded through Title V in accordance with the JJDP Act, as amended under Section 505. Funds can be awarded for the delinquency prevention programs and activities which have had contact with the juvenile justice system or which are likely to have contact with the juvenile justice system, including providing services to children, youth, and families such as:

- ◆ Recreation services
- ◆ Tutoring and remedial education
- ◆ Assistance in the development of work awareness skills
- ◆ Child and adolescent health and mental health services
- ◆ Leadership development activities
- ◆ Teaching that people are and should be held accountable for their actions

The effects of the community-based concept for Title V programming are subtle over a short period of time however long term, the benefits can be clear and powerful.

### **ELIGIBLE APPLICANTS**

Any unit of general local government (any city, county, town, or other political subdivision of the State) in the State of Missouri is eligible to apply for Delinquency and Youth Violence Prevention Program funds as long as they meet all of the eligibility requirements. Funding in FY 2000 is in the amount of \$693,000.

## **ELIGIBILITY REQUIREMENTS**

The juvenile court jurisdiction in which the applicant resides must be in compliance with core requirements of the JJDP Act. Those mandates are:

- ◆ The deinstitutionalization (removal) of status and nonoffenders from secure detention and placement.
- ◆ The removal of juveniles from confinement in adult jails and lockups.
- ◆ Separating juveniles from adult offenders in custody (sight and sound separation).
- ◆ A reduction in the rate of the overrepresentation of minority youth in secure juvenile detention and correctional confinement.

## **APPENDIX B**

### **Challenge Grants**

## **APPENDIX - B**

### **CHALLENGE**

The Department of Public Safety receives federal funds from the Office of Juvenile Justice and Delinquency Prevention to develop, adopt, and improve policies and programs in one or more specified Challenge areas.

### **PROGRAM SYNOPSIS:**

The State Challenge Activities program was authorized under the 1992 Amendments to the Juvenile Justice Delinquency Prevention Act. The purpose is to provide incentives for States participating in the Formula Grants Program to develop, adopt, and improve policies and programs in one or more of ten specified Challenge Activities. The amount of funds available for the States are determined by the ratio of funds to Formula Grant funds available to the States in a given fiscal year. Funding is contingent upon applicants meeting the application requirements as set forth by OJJDP. The Juvenile Justice Advisory Group determines each year which Challenge project areas they wish to fund.

Several successful Challenge grant projects have been funded in the State of Missouri via the Office of Juvenile Justice and Delinquency Prevention. The Department of Mental Health conducted a project to establish a foundation on which to expand interagency collaboration between the mental health system and the juvenile courts advancing basic mental health services for youth in the juvenile justice system. The Office of State courts Administrator was awarded a Challenge grant to develop a risk assessment tool designed and validated for Missouri's youth along with a case review system to work in concert with the tool. The risk assessment is now utilized by courts statewide. The University of Missouri-St. Louis conducted a research project to understand how the legislative changes to the juvenile code that took effect in August 1995 relating to the policies and procedures for the transfer of juveniles to criminal court influenced the juvenile justice process in Missouri.

Following is a list of the Challenge Activity Program Areas:

#### **Challenge Activity A:**

Developing and adopting policies and programs to provide basic health, mental health, and appropriate education services, including special education, for youth in the juvenile justice system as specified in standards developed by the National Advisory Committee for Juvenile Justice and Delinquency Prevention prior to October 12, 1984.

#### **Challenge Activity B:**

Developing and adopting policies and programs to provide access to counsel for all juveniles in the justice system to ensure that juveniles consult with counsel before waiving the right to counsel.

#### **Challenge Activity C:**

Increasing community-based alternatives to incarceration by establishing programs (such as expanded use of probation, mediation, restitution, community service, treatment, home detention, intensive supervision, and electronic monitoring) and developing and adopting a set of objective criteria for the appropriate placement of juveniles in detention and secure confinement.

#### **Challenge Activity D:**

Developing and adopting policies and programs to provide secure settings for the placement of violent juvenile offenders by closing down traditional training schools and replacing them with secure settings with capacities of no more than 50 violent juvenile offenders with ratios of staff to youth great enough to secure adequate supervision and treatment.

**Challenge Activity E:**

Developing and adopting policies to prohibit gender bias in placement and treatment and establishing programs to ensure that female youth have access to the full range of health and mental health services, treatment for physical or sexual assault and abuse, self-defense instruction, education in parenting in general and other training and vocational services.

**Challenge Activity F:**

Establishing and operating, either directly or by contract or arrangement with a public agency or other appropriate private nonprofit organization (other than an agency or organization that is responsible for licensing or certifying out-of-home care services for youth), a State ombudsman office for children, youth and families to investigate and resolve complaints relating to action, inaction, or decisions of providers of out-of-home care to children and youth (including secure detention and correctional facilities, residential care facilities, public agencies, and social service agencies) that may adversely affect the health, safety, welfare, or rights of resident children and youth.

**Challenge Activity G:**

Developing and adopting policies and programs designed to remove, where appropriate, status offenders from the jurisdiction of the juvenile court to prevent the placement in secure detention facilities or secure correctional facilities of juveniles who are non-offenders or who are charged with or who have committed offenses that would not be criminal if committed by an adult.

**Challenge Activity H:**

Developing and adopting policies and programs designed to serve as alternatives to suspension and expulsion from school.

**Challenge Activity I:**

Increasing aftercare services for juveniles involved in the justice system by establishing programs and developing and adopting policies to provide comprehensive health, mental health, education, and vocational services, and services that preserve and strengthen the families of such juveniles.

**Challenge Activity J:**

To develop and adopt policies to establish:

1. State administrative structure to coordinate program and fiscal policies for children who have emotional and behavioral problems and their families among the major child-serving systems, including schools, social services, health services, mental health services, and the juvenile justice system.
2. A statewide case review system with procedures to ensure that (a) each youth has a case plan, based on the use of objective criteria for determining a youth's danger to the community or himself or herself, designed to achieve appropriate placement in the least restrictive and most family like setting available in close proximity to the parents' home, consistent with the best interests and special needs of the youth; (b) the status of each youth is reviewed periodically, but not less frequently than once every 3 months, by a court or by administrative review to determine the continuing necessity for and appropriateness of the placement; (c) with respect to each youth, procedural safeguards will be applied to ensure that a dispositional hearing is held to consider the future status of each youth under supervision, in a juvenile or family court or another court (including a tribal court) of competent jurisdiction, or by an administrative body, appointed or approved by the court, not later than 12 months after the original placement of the youth and periodically thereafter during the continuation of out-of-home placement; and (d) a youth's health, mental health, and education record is reviewed and updated periodically.

**ELIGIBLE APPLICANTS**

Eligible agencies or institutions must be able to describe how funded activities will affect the targeted Challenge area. Priority will be given to programs which can demonstrate a clear understanding of the juvenile justice system and are able to articulate the same.

**ELIGIBILITY REQUIREMENTS**

Eligible agencies or institutions must provide all information requested in individual grant proposals including; methodology, budgets, knowledge of subject area, experience and reliability of the agency or institution in other similar projects, expertise of the project personnel and quality and scope of the proposed project.



## **APPENDIX C**

### **Juvenile Accountability Incentive Block Grants**

## APPENDIX - C

### JUVENILE ACCOUNTABILITY INCENTIVE BLOCK GRANT (JAIBG)

**This program consists of block/formula awards to States provide assistance to the State & local units of government for specific programs in accordance with particular legislative requirements. Local government block grant awards are non-competitive: if an entity is eligible for direct award, and submits an acceptable application, they are qualified to receive said award.**

#### PROGRAM SYNOPSIS

In 1997 Congress appropriated, through Public Law 105-119, \$250 million to the Department of Justice for the JAIBG program as described in Title III of H.R. 3. The purpose of this program is to provide funding for States and units of local government to develop increased juvenile offender accountability within 12 designated program purpose areas. The Office of Juvenile Justice and Delinquency Prevention (OJJDP) was delegated the authority to administer the program. Less statutory set asides, a balance of \$232.25 million was available for distribution to eligible States on a formula basis.

Each eligible State received a base percentage allocation plus additional funds determined by the State's relative share of the aggregate of all States' population under the age of 18. Missouri's FY98 JAIBG award totaled \$4,522,800. At a minimum, 75% of these funds must be distributed directly to eligible local governments and/or expended by the State to the benefit of ineligible direct-award local governments. The Department of Public Safety, Missouri's designated state agency, is administering the State's program through a subgrant process.

Local government distributions are also formula-based using data from the three most recent calendar years for law enforcement expenditures and the number of Uniform Crime Report Part I violent crime arrests reported. Two-thirds of each local government's allocation is based on law enforcement expenditure data and one-third on the reported violent crime data in the same ratio to the aggregate of all other units of general local government in the State. Only local government allocations of \$5,000 or above are available as pass-through funds. The local government allocation is to constitute no more than 90% of the total program cost. Eligible local governments who elect to participate in the block grant program are obligated to meet certain eligibility and performance requirements.

#### STATE ELIGIBILITY REQUIREMENTS

In order for Missouri to be eligible for its JAIBG allocation, Governor Carnahan certified to the OJJDP Administrator that Missouri complies, is actively considering, or will consider these requirements: (*consideration does not entail the enactment or adoption of legislation, policies, or practices.*)

- ◆ Juveniles 15 years of age and older who commit a serious violent crime (murder, aggravated sexual assault, or assault with a firearm) are prosecuted as an adult. Delinquency proceedings, which have the option of criminal disposition and adult sentencing in appropriate circumstances, are deemed compliant with this requirement.
- ◆ Sanctions of juvenile offenders escalate in severity with each subsequent, more serious adjudicated delinquent or convicted criminal act, or probation violation.
- ◆ Records of delinquency adjudicated juveniles with prior delinquency adjudication or who are adjudicated delinquent for conduct that, if committed by an adult would constitute a Federal or State felony, are maintained in a system equivalent to that maintained for adults who commit Federal or State law felonies. Pertinent delinquent history information should be accessible to law enforcement and other authorized

parties under the same circumstances as adult criminal history record information is accessible under State law. Such juvenile records are available to the Federal Bureau of Investigation (FBI) in a manner equivalent to adult records. Juvenile records are not required to be maintained in the same central State repository that maintains criminal history records.

- ◆ State law does not prevent a juvenile court judge from issuing a court order against a parent, guardian, or custodian of a juvenile offender regarding the supervision of the juvenile and enforcing sanctions for a violation of such an order.
- ◆ A policy of controlled substance testing of appropriate categories of juveniles within the juvenile justice system exists for the State or local units of government: drug treatment is included in the overall plan to reduce juvenile drug use.

## **LOCAL GOVERNMENT ELIGIBILITY REQUIREMENTS**

To qualify for receipt of their block grant award, local governments eligible for an allocation of \$5,000 or more must meet certain prerequisites established by federal legislation and delineated by OJJDP. These include:

1. The appointment or designation of a Juvenile Crime Enforcement Coalition (JCEC), a board whose membership includes individuals involved in juvenile crime prevention, such as:

- police and/or sheriff
- prosecutor
- probation service
- juvenile court
- schools
- business
- religious, fraternal, non-profit or social service organizations

A new board may be appointed or an appropriate, existing board modified.

2. The development of a Coordinated Enforcement Plan for reducing juvenile crime by the JCEC. Such plan is based on an analysis of juvenile justice system needs. The analysis will also determine the most effective use of funds within the designated program purpose areas which will have the greatest impact on reducing juvenile delinquency, improving the juvenile justice system, and increasing the accountability of juvenile offenders.

3. Projects selected appropriately reflect the intent of one or more of the following program purpose areas:

- ◆ Building, expanding, renovating, or operating temporary or permanent juvenile correction or detention facilities, including training of correctional personnel
- ◆ Developing and administering accountability-based sanctions for juvenile offenders
- ◆ Hiring additional juvenile judges, probation officers, and court-appointed defenders, and funding pre-trial services for juveniles, to ensure the smooth and expeditious administration of the juvenile justice system
- ◆ Hiring additional prosecutors, so that more cases involving violent juvenile offenders can be prosecuted and backlogs reduced

- ◆ Providing funding to enable prosecutors to address drug, gang, and youth violence problems more effectively
- ◆ Providing funding for technology, equipment, and training to assist prosecutors in identifying and expediting the prosecution of violent juvenile offenders
- ◆ Providing funding to enable juvenile courts and juvenile probation offices to be more effective and efficient in holding juvenile offenders accountable and reducing recidivism
- ◆ The establishment of court-based juvenile justice programs that target young firearms offenders through the establishment of juvenile gun courts for the adjudication and prosecution of juvenile firearms offenders
- ◆ The establishment of drug court programs for juveniles so as to provide continuing judicial supervision over juvenile offenders with substance abuse problems and to provide the integrated administration of other sanctions and services
- ◆ Establishing and maintaining interagency information-sharing programs that enable the juvenile and criminal justice system, schools, and social services agencies to make more informed decisions regarding the early identification, control, supervision, and treatment of juveniles who repeatedly commit serious delinquent or criminal acts
- ◆ Establishing and maintaining accountability-based programs that work with juvenile offenders who are referred by law enforcement agencies, or which are designed in cooperation with law enforcement officials, to protect students and school personnel from drug, gang, and youth violence
- ◆ Implementing a policy of controlled substance testing for appropriate categories of juveniles within the juvenile justice system

4. Recipients of a JAIBG award contribute a specified percentage cash match on the total program cost: construction/renovation projects require a 50% match, while all other projects require only a 10% match.

5. JAIBG program funds cannot be used to supplant State or local funds. The term “Supplant” refers to the prohibition on using Federal funds to substitute or replace State or local funds that would otherwise be spent for a particular program or purpose. This non-supplanting requirement provides that JAIBG awards shall be used to increase the amount of funds that would be made available from State or local sources.

# STATE IMPACT PROGRAMS

## Purpose

The promotion of greater accountability in the juvenile justice system through policies, programs and administrative systems that reduce the incidence and negative consequences of juvenile crime and delinquency and fosters improvement in the communities' quality of life. Competitive bid award projects have a broad service audience and meet the general conditions outlined in the program objectives and program activities. Applicant agencies must be units of state or local government, or acceptable non-profit organizations.

Eligible applicants, in a narrative statement within the official application, must fully address:

- ◆ The scope of the existing juvenile crime problem
- ◆ The availability of any existing programs, services, and personnel relevant to the identified problem
- ◆ Describe the program, services, activities which will ameliorate the identified problem, and present a rationale for its selection
- ◆ Indicate the expected outcome/result if the program is implemented and how the effectiveness of the proposed program, services, activities will be assessed
- ◆ Explain what the broader impact of the proposed program will be on the community and the juvenile justice system, and how that impact will be determined or measured

## Program Objectives

The primary objective is to promote greater accountability in the juvenile justice system by strengthening its capacity to address serious and violent juvenile crime. To achieve this objective on a statewide level, the following considerations guide program funding to those that improve the juvenile justice system and increase accountability for juvenile offenders:

- ◆ Provision of adequate personnel, facilities and/or service levels
- ◆ Availability of intervention, treatment, and a graduated sanction continuum
- ◆ Development of positive, collaborative relations among stakeholders
- ◆ Create or upgrade automated juvenile justice information systems for enhanced capacity in identifying and monitoring juvenile offenders as well as expediting prosecution and improving case management of juveniles charged with criminal offenses

## Program Activities

The following are examples of programs that could provide statewide benefit and qualify for funding; appropriate programs are not limited to this listing:

- ◆ Construction/Renovation of detention or correctional facilities in unserved or inadequately served regions of the state
- ◆ Controlled substance testing, intervention and treatment of appropriate categories of juvenile offenders
- ◆ Crisis hotline to ensure adequate and appropriate response in the event of juvenile violence in schools and/or communities
- ◆ Develop, implement, and replicate a model restorative justice program
- ◆ Encourage implementation of proven, effective programs that consistently reduce recidivism rates
- ◆ Provide sexual offender program model and ensure its regional accessibility

## Available Funding:

FY98 \$1,040,000

**REGARDING the FY99 and FY2000 PROGRAMS:**

Congress has appropriated continued JAIBG funding of \$250 million for each of Federal fiscal years 1999 and 2000. As these appropriation amounts mirror the current FY1998 appropriation, Missouri's future awards should not substantively deviate from our current FY98 \$4.5 million award amount. Missouri has been awarded funding for FY'99. These awards extend from October 1, 2000 to September 30, 2001. Whether Missouri will qualify for FY 2000 funding is unclear. Future funding beyond the appropriated fiscal years of 1998, 1999, and 2000 is uncertain. The program will continue operating under the existing guidelines unless Congress enacts legislation altering its scope, intent, or administration of the program.

The State will have to re-certify consideration of any applicable award eligibility requirements and document the consideration process which occurred as appropriate for each funded fiscal year. For FY 1999, the existing Division of Youth Services statewide policy for testing appropriate categories of juveniles for controlled substance use has been accepted by the Federal authorities, however, local governments eligible for award receipt must provide a policy for such testing. An official decision not to test at the local government level is a legitimate juvenile controlled substance testing policy. The Missouri Juvenile Justice Advisory Group acts as the State planning board for these funds.